

## Greater Manchester Combined Authority

Date: 27 January 2023

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).

This report also provides clarification on previously drawn down funding that has now been subsumed into CRSTS.

### Recommendations:

The GMCA is requested to:

1. Approve the draw-down of £5.147 million of CRSTS funding to develop and deliver the initial phase of minor works interventions as part of the Bus Pinch Points and Maintenance Programme, noting that further updates and associated funding draw down requests will be brought to the GMCA in due course.
2. Note the consolidation of £3.3 million of previously approved TCF2 funding into the CRSTS programme to support the development and delivery of the Bus Pinch Points and Maintenance Programme.
3. Approve the draw-down of £0.3 million of CRSTS funding to enable Bolton Council to develop the Topp Way / Higher Bridge scheme to Outline / Full Business Case, noting that a further update will be brought to the GMCA in due course.
4. Approve the draw-down of £4.5 million of CRSTS funding to enable Oldham Council to deliver the Manchester Street Viaduct refurbishment scheme.
5. Approve the release of £0.34 million of previously approved TCF2 funding to develop the Golborne Station scheme to Outline Business Case, noting that a further update will be brought to the GMCA in due course.

**Contact Officers**

Steve Warrener	Managing Director, TfGM	<a href="mailto:Steve.Warrener@tfgm.com">Steve.Warrener@tfgm.com</a>
Simon Warburton	Director of Transport Strategy	<a href="mailto:Simon.Warburton@tfgm.com">Simon.Warburton@tfgm.com</a>

## Equalities Impact, Carbon and Sustainability Assessment:

### Equalities Implications:

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		
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.

### Climate Change Impact and Mitigation Measures:

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	
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.

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 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 3.5, 3.6, 4.7, 5.7 and 6.3 of the report.

## **Number of attachments to the report: 0**

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

- 29 January 2021 – Prioritisation of Second Tranche of Transforming Cities Funding
- 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
- 28 October 2022 - Transport Capital Programme and Local Growth Deal Update

## **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 scheme development and delivery activity for the following schemes:
  - Bus Pinch Points and Maintenance Programme
  - Bolton Town Centre Package including Topp Way / Higher Bridge Street
  - Oldham: Manchester Street Viaduct
  - Golborne Station.
- 1.3 The report also formally notes the consolidation of previously approved Transforming Cities (TCF2) funding into the Bus Pinch Point Fund programme.

## **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 £131.5 million 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, Local Authority Town Centre and Corridor (Streets for All) schemes and Bury Interchange.
- 2.7 This request to approve the draw-down of CRSTS funding to facilitate the progression of scheme development and delivery activities on the schemes below is brought in-line with the governance arrangements approved at the 30 September 2022 meeting of the Combined Authority.

### 3. Bus Pinch Points and Maintenance Programme

- 3.1 The Bus Pinch Points and Maintenance (BPPM) programme is funded from the CRSTS programme and acts as the oversight programme for a rolling sub-programme of interventions seeking to address operational issues on the GM bus network.
- 3.2 The BPPM programme targets improvements on, or in support of, the bus network where investment is not already allocated through wider bus or streets for all improvement programmes. The BPPM programme therefore aims to enhance bus speed, journey time reliability and accessibility through relatively low cost, localised interventions that complement the strategic corridor improvements, and by maintaining the existing assets that support bus journeys through a rolling series of interventions.
- 3.3 The BPPM programme comprises four separate sub-programmes which focus on delivery according to specific types of interventions, as described more fully below. The sub-programmes are key infrastructure enablers for operating an accessible, efficient, effective and attractive bus network.
- **Bus Pinch Points:** This sub-programme seeks to be a key enabler for wider bus infrastructure by targeting areas of bus delay or poor reliability on strategic bus routes that will not be addressed by other corridor improvements and will contribute to GM's overall Bus Service Improvement Plan (BSIP) targets for bus journey speed, journey reliability and customer satisfaction.
  - **Bus Stop Enhancements:** This sub-programme seeks to address bus stop related accessibility and customer satisfaction challenges at bus stops across the GM bus network by providing new shelters, raised kerbs for level boarding and

alighting, support to the digital real-time journey information, and integration with localised areas focussing on pedestrian access in the immediate vicinity of the bus stops.

- **Bus Priority Signing & Lining:** This sub-programme seeks to ensure that existing bus priority and traffic management infrastructure is in a well-maintained and good condition in order to facilitate and support effective bus service and network performance.
- **Intelligent Traffic Solutions (ITS) Enhancements:** This sub-programme will bring together traffic management tools and data into a single platform to maximise the benefits of multi-modal transport data and traffic management systems to support bus travel through signal optimisation, monitoring and amending signals to support active travel, providing better information for bus and wider public transport customers, and enabling data-driven changes to the network to support effective and efficient bus travel.

- 3.4 The identification of individual interventions and schemes will be undertaken, in conjunction with the GM Local Authorities as part of an annual rolling development and delivery of schemes through the four sub-programmes and aligned as far as possible with Bus Franchising roll out. Delivery will be managed through a combination of Delivery Agreements (for the Bus Pinch Points sub-programme), through use of Local Authorities or TfGM procurement frameworks, or through TfGM teams such as UTC/HFAS
- 3.5 In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) for the overall BPPM Programme undertaken by an independent officer review panel, the programme demonstrates the appropriate strategic case, value for money and deliverability for the current stage of development. As such, the GMCA is requested to approve the drawdown of £5.147 million of CRSTS funding to develop and deliver the first tranche of schemes, all of which are minor works interventions, within each of the BPPM sub-programmes until 31 March 2024.
- 3.6 In addition, GMCA is asked to note that the previously approved TCF2 funding (29 January 2021) for the Bus Pinch Points Fund of £3.3 million is to be consolidated into the CRSTS programme funding for the Bus Pinch Points and Maintenance Programme.



- 3.7 Further updates and associated drawdown requests will be submitted as the sub-programmes are developed on an annual rolling basis with the 10 GM Local Authorities.

#### **4. Bolton Town Centre Package including Topp Way / Higher Bridge Street**

- 4.1 The CRSTS Topp Way/Higher Bridge Street Streets for All scheme is a junction improvement scheme located to the north of Bolton town centre at the junction of Topp Way and Higher Bridge Street. The scheme is proposed to address current barriers for pedestrian and cycle access to and from the town centre as part of an integrated active travel network. The scheme will also support wider active travel provision through improving the operation of the highway network to support road space reallocation for sustainable modes as part of a package of highway mitigation measures. The scheme design has been developed by UTC and has also been subject to a Design Review led by TfGM.
- 4.2 The scheme objectives have a strong alignment with wider policy goals such as Gear Change, GM 2040 Transport Strategy and Bolton's Vision 2030. The scheme and wider junction improvements also have a broader strategic role in supporting sustainable town centre growth. This includes supporting local businesses and residents through improved connectivity into Bolton town centre.
- 4.3 The junction of Topp Way and Higher Bridge Street was identified as a priority for upgraded provision through a Streets for All approach that supports active and sustainable travel. Provision at the junction of Topp Way and Higher Bridge Street provides the opportunity to complement the MCF Bolton Town Centre East scheme at the St George's Road and Bridge Street junction. Road space reallocation is planned at this junction and a scheme at the junction of Topp Way and Higher Bridge Street will provide the opportunity to unlock capacity benefits where the operation of Topp Way junction is improved and queuing on Higher Bridge Street mitigated.
- 4.4 The CRSTS Scheme List approved by GMCA included an allocation of £6.4 million for the Bolton Town Centre package: Topp Way/Higher Bridge Street within the Streets for all Programme. Scheme development to date has identified an estimated scheme cost of £3.8m, which provided an opportunity for £2.6m of capital to be approved for reallocation to the Farnworth Streets for All scheme which had a funding shortfall. This was approved by the Combined Authority on 28 October 2022. Final scheme costs will be confirmed through further scheme development.

- 4.5 Further business case reviews and approvals will be undertaken for the scheme at Full Business Case (FBC) and Close Out stages, with an additional health check (if required) at Outline Business Case (OBC) stage. Bolton Council will fulfil the role of scheme promoter, with overall accountability and responsibility for the development and coordination of the scheme and associated business case.
- 4.6 In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) undertaken by an independent officer review panel, the scheme demonstrates the appropriate strategic case, value for money and deliverability for the current stage of development.
- 4.7 This report therefore requests the drawdown of £0.3 million of CRSTS funding to further develop the scheme to Full Business Case (FBC) stage, noting that a further update will be brought to the GMCA at that time.

## **5. Oldham: Manchester Street Viaduct**

- 5.1 The CRSTS Scheme List approved by GMCA included an allocation of £4.5 million for refurbishment of the Manchester Street Viaduct within the Strategic Maintenance Programme.
- 5.2 The planned works will extend the design life of the viaduct and minimise ongoing maintenance requirements for the next 25-30 years.
- 5.3 Timely repairs to the viaduct will avoid traffic restrictions or full closure of the A62 Oldham Way, thus preventing large scale disruption to traffic and public transport networks across Oldham and northeast Greater Manchester as well as the local transport network and access to central Oldham. Maintaining this critical part of the transport network will also continue to support Oldham's economy and regeneration plans.
- 5.4 Oldham Council has developed the scheme to Strategic Outline Business Case (SOBC) and has identified a total scheme cost of £6.8 million, which is proposed to be funded using the £4.5 million allocation from CRSTS funding, with the remainder coming from Oldham Council's CRSTS Highways Maintenance allocation.
- 5.5 The scheme will be managed by Oldham Council and delivered through one of its existing frameworks, with a traffic management plan developed to minimise the impact of construction works on the highway network.
- 5.6 In line with the local assurance framework, following a review of the Strategic Outline Business Case (SOBC) undertaken by an independent officer review panel, the

scheme demonstrates the appropriate strategic case, value for money and deliverability for the current stage of development.

- 5.7 This report therefore requests the drawdown of £4.5 million of CRSTS funding to deliver the scheme.

## **6. Golborne Station**

- 6.1 On 29 January 2021 GMCA approved the prioritisation of schemes for the remaining TCF2 funding. Within this proposal, £16.0 million was approved for the development and delivery of a new railway station at Golborne.
- 6.2 To date, £0.7m has been released and utilised for the ongoing development of the Outline Business Case, however site surveys (which were accelerated to de-risk the project) have identified constructability issues with the preferred option. This has led to further optioneering work being required to close out the OBC development phase.
- 6.3 This report therefore requests approval to release a further £0.34 million of this previously approved funding to support the continuation of scheme development work.

## **7. Recommendations**

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

**Eamonn Boylan**

**Chief Executive Officer, GMCA & TfGM**