

Report to CABINET

# **Grant Acceptance: City Region Sustainable Transport Settlement (CRSTS) – Oldham Mumps Corridor Improvement Scheme**

**Portfolio Holder (s):**

Councillor Arooj Shah, Leader of the Council and Portfolio Holder for Reform & Regeneration

**Officer Contact:**

Emma Barton, Executive Director for Place and Economic Growth

**Report Author:**

Eleanor Sykes, Strategic Transport Team Leader

**21<sup>st</sup> August 2023**

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## **Reason for Decision**

Oldham Council has secured capital funding for the development of an outline/full business case (OBC/FBC) to support a highways improvement scheme in the Mumps and surrounding area of Oldham, via:

- City Region Sustainable Transport Settlement (CRSTS)

The purpose of this report is to confirm the value of the grant available to Oldham Council and notify Cabinet of the intention to bring this additional resource into the transport capital programme to commence detailed development and the full business case for the scheme.

The report will also outline the steps that Oldham Council will need to take to procure the necessary support to develop the scheme in the appropriate timescales and to meet the funding requirements for both development and future delivery of the scheme.

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## Executive Summary

The Greater Manchester CRSTS programme business case was submitted to the Department for Transport (DfT) in September 2021 by Transport for Greater Manchester (TfGM) on behalf of themselves and all 10 GM districts.

Greater Manchester Combined Authority (GMCA) received confirmation of the full regional CRSTS allocation of £1.07bn for spend across 2022/23-2026/27 on the 1<sup>st</sup> April 2022.

On the 29th July 2022, the DfT, as the funders of the City Region Sustainable Transport Settlement, confirmed the delivery plans and funding allocations to each city region and sent a funding letter to each City Region Mayor.

One scheme included in the delivery plan is improvements to the Oldham Mumps corridor (A669 Lees Road, A62 Bottom O' Th' Moor/Huddersfield Road, B6194 Cross Street) to the east of Oldham town centre.

This scheme has been developed over the past year and has now secured Strategic Outline Business Case (SOBC) assurance through TfGM processes to move to the next stage of scheme development, utilising some of the approved DfT CRSTS capital budget.

## Recommendations

Cabinet members are asked to consider the following recommendations:

- That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for delivery of an outline/full business case (OBC/FBC) for the scheme along the Mumps corridor be accepted.
- Approval is granted to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development.
- That the intention to bring the additional resource into the transport capital programme in 2023/24 and complete development of the scheme in the appropriate timescales be noted.
- Approval to procure and make tender awards (in accordance with the Contract Procedure Rules) relating to the necessary external support required to develop the outline/full business case (OBC/FBC) be delegated to the Executive Director for Place & Economic Growth or a nominated representative.
- Approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham.
- That approval to the Director of Legal Services or his nominated representatives be granted to execute and complete any contractual documents.

**Grant Acceptance: City Region Sustainable Transport Settlement (CRSTS) – Mumps Corridor scheme****1 Background**

- 1.1 The City Region Sustainable Transport Settlements (CRSTS) programme is a £5.7 billion investment in local transport networks by the Department for Transport (DfT) focusing on improving sustainable transport such as walk/cycle networks. It provides consolidated, long-term capital funding to 8 city regions across England through a 5-year period between 2022/2023 and 2026/2027. As part of this, Greater Manchester received a total of £1,07bn to be split across schemes throughout the region.
- 1.2 The Mumps Corridor is heavily dominated by motorised traffic and as a result this severs walking and cycling routes from the south and east of Oldham, and also hinders bus movements to the Interchange. In addition, there are road safety concerns for pedestrians and cyclists at the junctions along the route. Through reshaping these highway links, accessibility by active travel modes and public transport will be enhanced. This improved accessibility and revitalised urban realm will support redevelopment in the town centre and multimodal journeys through Mumps Interchange. This reflects GM's and Oldham's transport policies and "Right Mix" targets.
- 1.3 The Mumps Corridor is the eastern gateway to Oldham Town Centre and provides key connections to the Metrolink and Bus Interchange. This scheme involves delivering key improvements to the Corridor including high quality pedestrian / cyclist links, bus priority and urban realm improvements to the interchange area including an improved cycle parking hub.
- 1.4 The concept design of the Mumps corridor improvements (to be developed further at the next stage) includes the following:
- Reconfiguration of highway layout to accommodate improved pedestrian/cycle/bus priority at the Oldham Way/Lees Road junction.
  - Inclusion of a bus lane and footway widening to accommodate improved pedestrian facilities along Lees Road.
  - Reconfiguration of the highway layout on A62 Bottom O' Th' Moor to include a bus only lane, two-way cycle track and improved lane configuration.
  - Reconfiguration of highway layout to accommodate improved pedestrian/cycle/bus priority at the Huddersfield Road/Cross Street junction.
  - Traffic calming measures along Greenacres Road.
- 1.5 The Portfolio Holder (Reform and Regeneration) and relevant senior management have had a presentation from Council officers and/or external consultants Jacobs on the scheme during development of the Strategic Outline Business Case. This gave a high-level overview of the scheme and its objectives, and both the Portfolio Holder and Senior Officers were supportive to see the scheme progress to this next stage.

**2 Current Position**

- 2.1 The GM Delivery Group endorsed the recommendation to approve the SOBC for the Mumps corridor scheme on the 27<sup>th</sup> June 2023.

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2.2 The next steps now include:

- The scheme will be included in a report to GMCA in July 2023 where TfGM request capital funding drawdown from the CRSTS allocation for the scheme of £675,000. This is for Oldham Council costs to develop the scheme to the FBC stage. This report will also highlight that this £675,000 is part of the overall funding of £4.5m required to deliver the scheme in full (the rest of the funding will be drawn down after the FBC is approved).
- Oldham Council accept the grant offer of £675,000 for scheme development of the Mumps corridor scheme).
- Oldham Council enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development.
- Oldham Council to bring the additional resource into the transport capital programme in 2023/24 and commence design development.
- Oldham Council to complete combined Outline/Full Business Case, including detailed schemes designs and procurement, with a target date of December 2024.

### External Support

2.3 The £675,000 ask prepared by Oldham Council to TfGM for development costs includes the following work:

- Officer time on developing the scheme to preliminary/detailed design, consultation and engagement with Members and key stakeholders, communications, finance, legal and procurement input.
- Traffic Modelling.
- Signal design.
- Topographical surveys.
- Intrusive surveys and site investigation.
- Landscape architect input.

2.4 The elements of the above work that we require external support to deliver (topographical surveys, intrusive surveys, site investigation and landscape architect input etc.) will be discussed with procurement and the most appropriate procurement methods selected. It is proposed that the approval for any procurement activity, including the award of contracts for any of these works will be delegated to the Executive Director for Place & Economic Growth (who may delegate further if appropriate to ensure procurement and delivery in a timely manner).

### Strategic Partnership Agreement (Delivery Model)

2.5 For Oldham Council to meet the expectations and delivery timescales required under CRSTS we need to adopt a pro-active approach to procurement of a contractor to deliver works.

2.6 The Council has previously procured and entered into a Strategic Partnership Agreement – 'Accessible Oldham' - with a medium-sized local contractor who are successfully delivering several works packages across the town centre to meet timescales put in place by funders. This agreement is working well and evidence that, once established, in conjunction with legal, procurement and finance colleagues, a Strategic Partnership Agreement can be used to negate the need for lengthy procurement exercises of up to 3-4 months for each package of works.

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2.7 This successful model for the development and delivery of highway works is to be repeated for this town centre scheme (and other schemes coming forward through CRSTS allocations) and means that individual projects will be procured via a Call Off procedure under the Strategic Partnership Agreement. The Call-Off procedure would be governed by the overarching agreement and each order for works (Call-Off) would be approved at Director level (in liaison with the Directors of Finance and Legal Services) rather than through individual Cabinet reports for each element of work over £400k.

2.8 This Strategic Partnership Agreement is currently being progressed and will be in place by the end of 2023. Having a Strategic Partner in place will assist the Delivery Team at key stages of the development of schemes and business cases through Early Contractor Involvement (ECI) and fast-track, where applicable, the construction of projects, to meet the expectations demands of the overseeing organisations.

### 3 **Options/Alternatives**

#### 3.1 Option 1:

- That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for scheme development of the Mumps corridor scheme be accepted.
- That approval is granted to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development.
- That approval for all procurement and tender award activity carried out in accordance with Contract Procedure Rules and any resulting decisions relating to the necessary external support required to develop the scheme (examples listed in the report) be delegated to the Executive Director for Place & Economic Growth or a nominated representative.
- That approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham.
- That approval to the Director of Legal Services or his nominated representatives be granted to execute and complete any contractual documents.

#### 3.2 Option 2:

- That the grant offer from the City Region Sustainable Transport Settlement (CRSTS) for scheme development of the Mumps corridor scheme is not accepted.
- That approval to enter into a Funding Delivery Agreement with TfGM in relation to the proposed scheme development is not granted.
- That all procurement and tender award activity and decisions relating to the necessary external support required to develop the scheme (examples listed in the report) shall not be delegated.
- That approval to use part of the grant funding to appoint temporary support to Council teams, as required, to progress design options, stakeholder engagement and production of the full business case to secure further capital funding for Oldham is not granted.

### 4 **Preferred Option**

4.1 This report recommends 'Option 1' is taken forward enabling the Council to develop the Mumps corridor scheme in the appropriate timescales to meet the funding requirements for both the development and future delivery of the scheme.

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4.2 The alternative, 'Option 2' would be reputationally damaging. We have committed to develop and implement these types of schemes as part of the GM 2040 Transport Strategy (<https://tfgm.com/2040-transport-strategy>).

4.3 This scheme will make the Mumps area a more attractive option for travel by bus and active travel modes for both local, short, and onward journeys.

## 5 Consultation

5.1 The Portfolio Holder (Reform and Regeneration) and Senior Management were briefed in February and June 2023 and introduced to the Mumps corridor scheme as part of a wider briefing on the Oldham-led CRSTS Streets for All schemes.

5.2 Engagement with senior stakeholders and ward members will continue as the scheme develops and will be supported with a detailed stakeholder engagement plan.

5.3 The stakeholder engagement plan will also take into account wider stakeholders including Council colleagues, residents, businesses, visitors, bus operators, taxi association and specific groups such as those that represent people with disabilities.

## 6 Financial Implications

6.1 The acceptance of the £675,000 CRSTS capital grant funding will enable delivering the scheme development of the Mumps corridor scheme, which is detailed in the body of the report, on behalf of TfGM. The overall cost of the scheme will need to be contained within the available funding.

6.2 The Councils 2023/24 capital programme will be amended to reflect the receipt of the £675,000 additional grant and planned programme of expenditure.

(John Edisbury)

## 7 Legal Services Comments

7.1 Subject to Cabinet approval to accept the grant, the Council will be required to enter into a grant funding delivery agreement with TfGM in order to secure the grant award. It is essential that the draft funding agreement is reviewed by Legal Services prior to the formal acceptance of funds to ensure all obligations imposed by TfGM can be complied with and so that any risks can be addressed and, where possible, mitigated. All matters of note and risks will be communicated to relevant officers for consideration. The Subsidy Control Act 2022 has been considered within Legal Services and it has been concluded that the grant funding does not fall within the definition of "subsidy".

7.2 The procurement activity proposed in the report must be undertaken in consultation with the Commercial Procurement Unit and with Legal Services, who will supply suitable forms of contract. Provided all procurement activity is undertaken in accordance with the Contract Procedure Rules (incorporating national procurement legislation) and that the award processes are in accordance with the advertised evaluation and scoring criteria, there are no known legal implications linked to the procurement recommendations.

(Sarah Orrell – Commercial & Procurement Solicitor)

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## 8. **Co-operative Agenda**

- 8.1 Development of the Mumps corridor scheme in Oldham is part of the collaborative approach to public transport and active travel schemes which sees the 10 Greater Manchester councils, including Oldham, working in partnership with GMCA and TfGM to improve the city-region's active travel network.

The proposals will assist Oldham to meet the mode share targets we have supported as part of the GM 'Right Mix Vision' – for 50% of all journeys in Greater Manchester to be made by walking, cycling and public transport by 2040.

They will also encourage travel by active and sustainable modes, reduce road danger in Oldham and improve the environment and air quality for people living and working in Oldham.

(Jonathan Downs – Corporate Policy Lead)

## 9 **Human Resources Comments**

- 9.1 None

## 10 **Risk Assessments**

- 10.1 The Council in accepting this grant must determine whether it can comply with the grant conditions and deliver the project. The risks in accepting this grant award are assessed as minimal.

(Mark Stenson)

## 11 **IT Implications**

- 11.1 None

## 12 **Property Implications**

- 12.1 None

## 13 **Procurement Implications**

- 13.1 The appointment of consultants to undertake topographical surveys, intrusive surveys, site investigation and landscape architecture including any general consultancy for business case development will require early engagement of procurement to ensure most appropriate procurement methods are selected and in full compliance with public contract regulations; contract procedure rules; and funding conditions. A strategic partner for works will be procured and awarded by Q1 2024 and will be procured in full compliance with public contract regulations.

(Dan Cheetham)

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14 **Environmental and Health & Safety Implications**

14.1 None

15 **Equality, community cohesion and crime implications**

15.1 None

16 **Equality Impact Assessment Completed?**

16.1 The Equality Impact Assessment for 'Creating a Better Place', carried out in August 2023 adequately covers the aims and objectives of this scheme and is included at Appendix A.

17 **Key Decision**

17.1 Yes

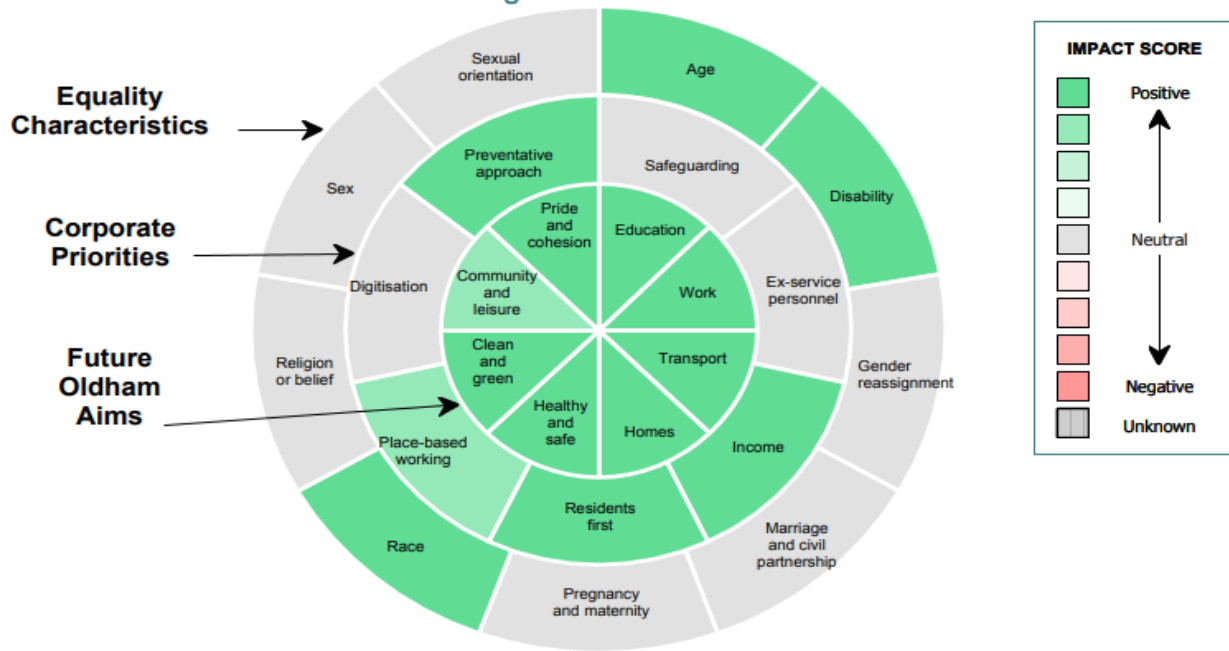
18 **Key Decision Reference**

18.1 ESR-27-23



# Appendix A

## Creating a Better Place 2023



Creating a Better Place 2023				
	Impact	Likelihood	Duration	Comment
<b>Equality Characteristics</b>				
Age	Strong Positive	Very Likely	Long Term	Creating a Better Place and the Housing Strategy does draw from the demographic information captured in the local housing needs assessment evidence base. The Housing Strategy does not present any negative impact on people due to their age.
Disability	Strong Positive	Very Likely	Long Term	Creating a Better Place includes supported housing and advises disabled people and families on access and the locality of adapted properties. The Street Charter Working Group will be engaged to develop the Town Centre Vision to ensure consideration is given to blind or partially sighted people.
Gender reassignment	Neutral	Very Likely	Long Term	No adverse impact
Marriage and civil partnership	Neutral	Very Likely	Long Term	No adverse impact
Pregnancy and maternity	Neutral	Very Likely	Long Term	No adverse impact
Race	Strong Positive	Very Likely	Long Term	The ethnic diversity of Oldham's residents is acknowledged and addressed throughout the Creating a Better Place and the Housing Strategy. Ethnicity related demographics form part of the local housing needs assessment which in turn inform the key themes set out within the Housing Strategy.
Religion or belief	Neutral	Very Likely	Long Term	No adverse impact
Sex	Neutral	Very Likely	Long Term	No adverse impact
Sexual orientation	Neutral	Very Likely	Long Term	No adverse impact

Corporate Priorities				
Safeguarding	Neutral	Very Likely	Long Term	No adverse impact
Ex-service personnel	Neutral	Very Likely	Long Term	No adverse impact
Income	Strong Positive	Very Likely	Long Term	The income levels of Oldham's residents is acknowledged and addressed throughout Creating a Better Place and the Housing Strategy. Income and housing affordability form part of the Local Housing Needs Assessment which in turn inform the key themes set out within the Housing Strategy.
Residents first	Strong Positive	Very Likely	Long Term	Creating a Better Place and the Housing Strategy aims to increase the choice, quality and access to housing for all residents in the Borough and for people wishing to move into Oldham. The Housing Strategy aims to be cohesive and support people from all groups and backgrounds.
Place-based working	Strong Positive	Very Likely	Short Term	Creating a Better Place is supported through Place Based Working through our strategic accommodation approach.
Digitisation	Neutral	Very Likely	Long Term	No adverse impact
Preventative approach	Strong Positive	Very Likely	Long Term	Creating a Better Place and the Housing Strategy aims to increase the choice, quality and access to housing for all residents in the Borough and for people wishing to move into Oldham. The Housing Strategy aims to be cohesive and support people from all groups and backgrounds.
Future Oldham Aims				
Education	Strong Positive	Very Likely	Long Term	Providing opportunities to learn and gain new skills
Work	Strong Positive	Very Likely	Long Term	Creating a Better Place aims to provide opportunities to grow local businesses and create 1,000 new jobs and 100 new opportunities for apprenticeships across the borough.
Transport	Strong Positive	Very Likely	Long Term	Reviewing and updating transport links across the Borough.
Homes	Strong Positive	Very Likely	Long Term	Creating a Better Place will focus on building 2,000 new quality homes in the town centre designed for a range of different budgets and needs.
Healthy and safe	Strong Positive	Very Likely	Long Term	Improving life-chances and the health / well-being of our residents and local communities.
Clean and green	Strong Positive	Very Likely	Long Term	Oldham's Green New Deal is part of Creating a Better Place and will embed sustainability, energy efficiency and low (zero) carbon to ensure that Oldham is the greenest borough.
Community and leisure	Strong Positive	Very Likely	Short Term	Creating a Better Place will create a town centre park, performance space within Spindles and new theatre which will provide new space in which to exercise, play, or spend time with friends, family and colleagues outdoors.
Pride and cohesion	Strong Positive	Very Likely	Long Term	Creating a Better Place will focus on building more homes for our residents, creating new jobs through town centre regeneration, and ensuring Oldham is a great place to visit with lots of family friendly and accessible places to go.