

Accessible Oldham

Executive Summary

16th November 2020

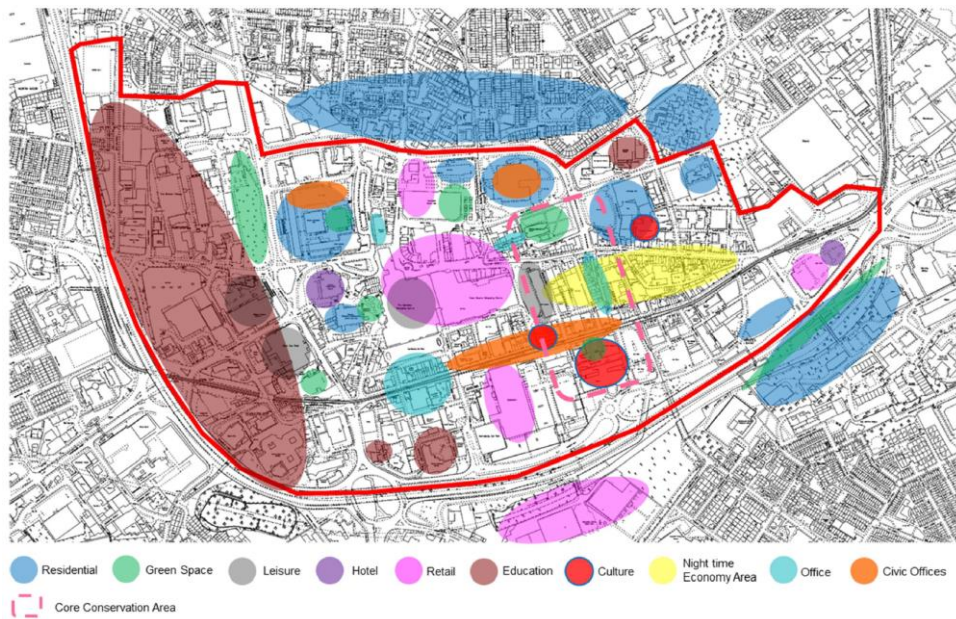
1 Background

- 1.1 Oldham Council has been awarded a £6 million Local Growth Deal 3 grant by the Greater Manchester Combined Authority for a major scheme 'Accessible Oldham' (previously named Oldham Town Centre Regeneration and Connectivity').
- 1.2 The scheme was granted Programme Entry status in the Greater Manchester Transport Capital Programme in 2017.
- 1.3 Work has been undertaken since 2018 to develop proposals and prepare a Conditional Business Case which has been submitted to TfGM for approval to award the grant.
- 1.4 A '5 case' Conditional Business Case (OBC) has been developed in accordance with UK public sector best practice which incorporates the following:
 - Strategic Case
 - Economic Case
 - Delivery Case
 - Financial Case
 - Commercial Case
- 1.5 This paper provides an executive summary of the Accessible Oldham programme and the OBC.

2 Strategic Case

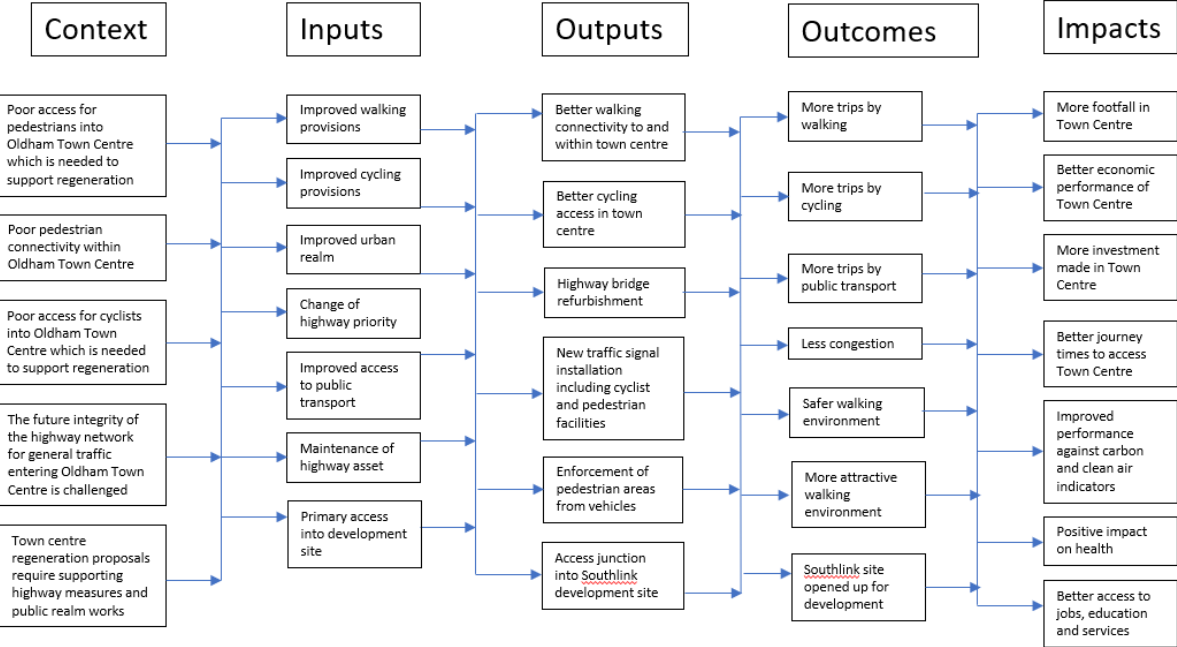
- 2.1 The Accessible Oldham major scheme will provide a comprehensive package of capital infrastructure improvements offering tangible benefits for pedestrians, cyclists and general traffic accessing the town centre. The Growth Deal 3 element presented as part of the OBC will integrate with Oldham Council's wider town centre regeneration aspirations and provide a significant catalyst to attract new private sector investment and employment generation.
- 2.2 Oldham Town Centre has undergone an extensive programme of redevelopment over recent years including the introduction of Metrolink providing a direct link with Manchester City Centre and Rochdale Town Centre and offering significant connectivity improvements across the wider Greater Manchester area. An extensive programme of public realm improvements has been delivered to supplement the introduction of Metrolink and integrate with the development of some key town centre sites including the extensive refurbishment of the Old Town Hall into a mixed cinema and restaurant complex and the introduction of a new leisure centre.
- 2.3 Oldham Council has ambitious plans for the future, which are articulated in the 'Creating a Better Place' strategic framework launched in January 2020. The revised vision and strategic framework for Oldham includes the regeneration of Oldham Town Centre as a core focus area, with the aim of strengthening the town centre as a cultural destination while bringing new homes, jobs and business opportunities. More walking and cycling to the town centre will also be encouraged by improving access routes and connectivity through a series of public realm improvements, including those proposed within this growth deal scheme.

The plan below shows the areas of focus for the town centre Masterplan.



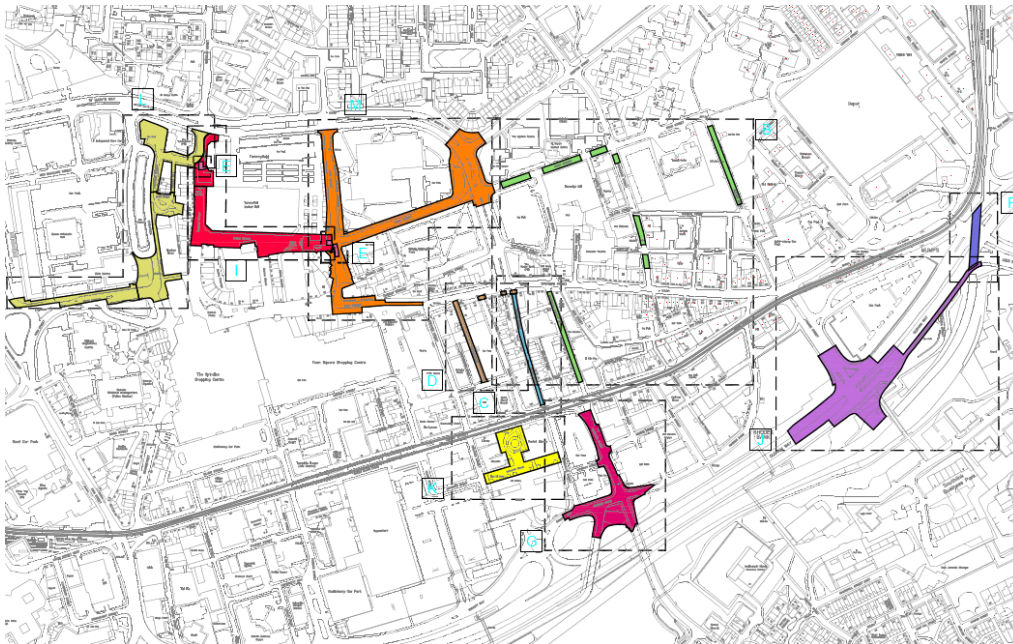
- 2.4 Creating a more appealing town centre will supplement the targets for job creation and encourage an increase in people coming to live in the borough, better positioning Oldham to benefit from the strong employment growth projections for the Regional Centre and reducing problems for air quality, congestion and carbon emissions, as jobs are fulfilled by people living within the borough.
- 2.5 The key Accessible Oldham scheme objectives are to:
1. Facilitate development and the regeneration of Oldham Town Centre;
 2. Improve the attractiveness of the town centre for pedestrians and cyclists; and
 3. Maintain the integrity of the highway network within and around the town centre.
- 2.6 These objectives support the Town Centre Vision, the Council's Green New Deal ambitions to become a carbon neutral borough by 2030 and the GM2040 Right Mix vision for half of all journeys in Greater Manchester to be made by sustainable modes by 2040.
- 2.7 The Accessible Oldham scheme will deliver significant public realm and connectivity improvements including improved access to the town centre and existing transport infrastructure including Metrolink. Multi-user road safety improvements and structural maintenance works will ensure the Accessible Oldham strategic objectives above are met. By making the town centre a more attractive and vibrant environment, supplemented with access improvements for pedestrians and cyclists, the programme will provide a significant contribution to Oldham Council's strategic vision for the town centre and the wider borough.
- 2.8 The scheme positively contributes to the GM2040 Transport Strategy Vision of "World class connections that support long term sustainable economic growth and access to opportunity for all" through the identification and delivery of a sustainable package of highway network and public realm interventions in the Accessible Oldham area. The programme focusses on providing easy and reliable access to existing and proposed retail, employment, education, leisure and residential opportunities within the town centre. It will also contribute towards achieving the GM2040 Right Mix vision for half of all journeys in Greater Manchester to be made by sustainable modes by 2040.

2.9 The following logic map describes the core issues considered as part of the Accessible Oldham programme, and shows how the considered interventions could lead to positive outputs and outcomes and result in impacts that would support the strategic aims of the programme, Oldham Town Centre and Greater Manchester’s 2040 Transport Plan.



3 Proposals

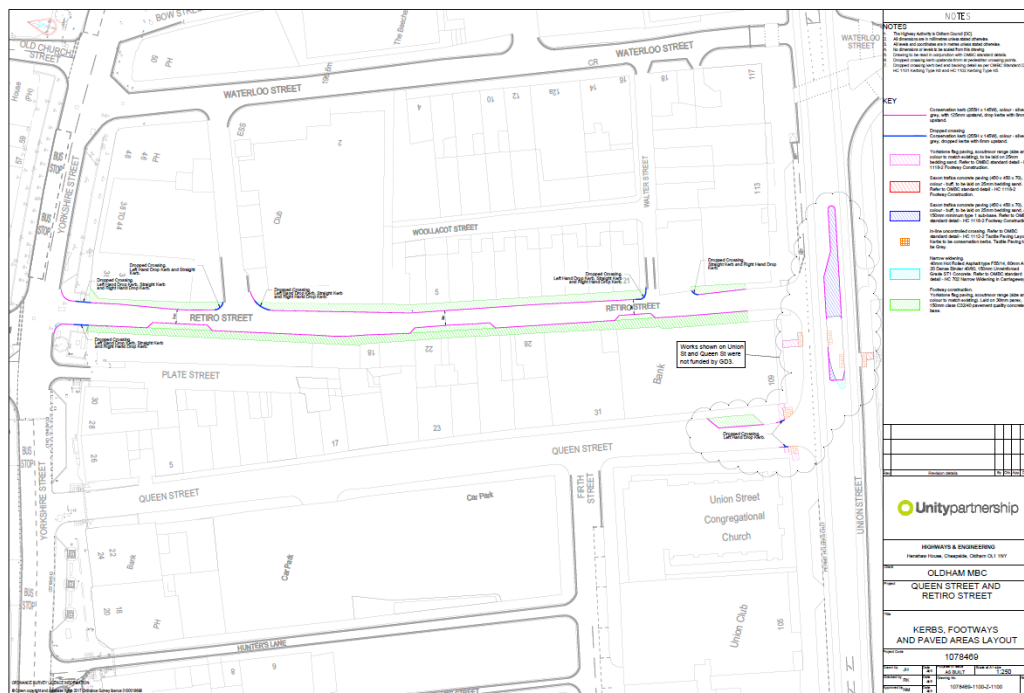
- 3.1 The Accessible Oldham programme proposals have been developed to complement a final Town Centre Masterplan once agreed and to align to other supporting funding opportunities such as the Mayor’s Challenge Fund for cycling and walking and the Government’s Future High Street Fund.
- 3.2 Unity Partnership have developed proposals and outline cost estimates for each package included in the programme in co-ordination with members, affected council departments, and key stakeholders such as the TfGM Bus Team and Operators, Urban Traffic Control, Tommyfield Market, Town Centre Manager, the Business Forum, Taxi Associations and Licencing and Utility companies.
- 3.3 The proposals were developed following a public consultation exercise in February 2019 which invited feedback on the initial concepts for the improvements in the town centre.
- 3.4 A long list of options for each package was developed and evaluated against the programme-wide strategic aims and individual package aims and objectives with the selected option design being developed.
- 3.5 The location of each of the projects is shown below:-



3.6 The packages that make up the Accessible Oldham programme and a brief description of their scope is as follows:

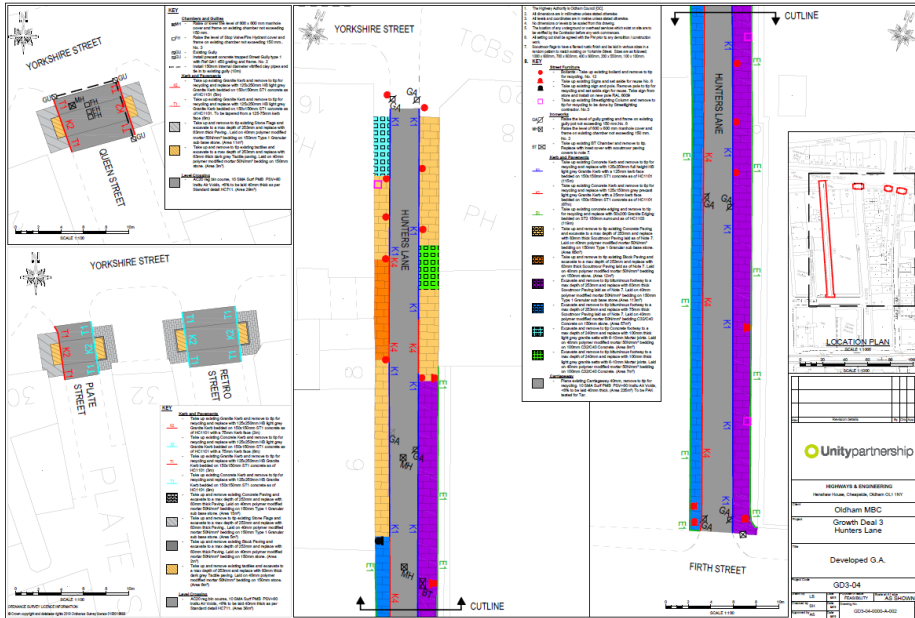
3.7 Retro Street Connectivity Improvements

3.7.1 This package consists of the resurfacing of Retiro Street to complement recent works in adjoining streets and upgrade to a palette of natural materials. The works also improve pedestrian crossing facilities and provide a more accessible surface along the footways to improve the link from Yorkshire Street to Union Street. This package has already been delivered on site.



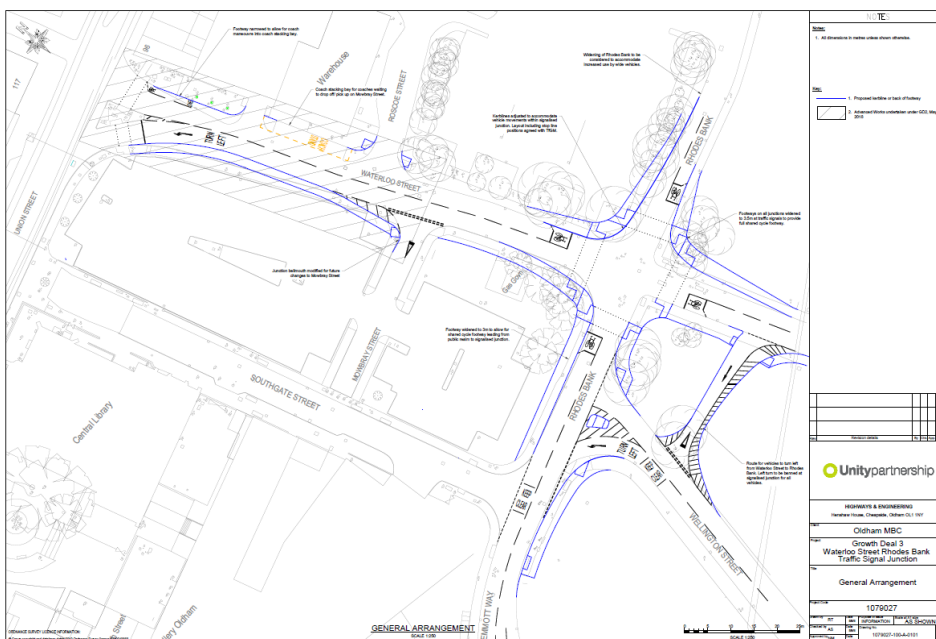
3.8 Hunters Lane Connectivity Improvements

3.8.1 This package consists of the resurfacing of Hunters Lane to complement recent works in adjoining streets and upgrade to a palette of natural materials. The works will also improve pedestrian crossing facilities and provide a more accessible surface along the footways to improve the link from the taxi rank on Yorkshire Street to Union Street.



3.9 Waterloo Street Junction Signalisation

3.9.1 This project will upgrade the current crossroad priority junction at Waterloo Street/Rhodes Bank with traffic signals incorporating pedestrian and cycle crossing facilities. The project will improve traffic congestion along Rhodes Bank and Emmott Way which impacts access to Oldham Way, and the Sainsbury's retail park and petrol station. Cycle and pedestrian facilities will improve connectivity from Glodwick into the town centre and the adjacent Library and Gallery.



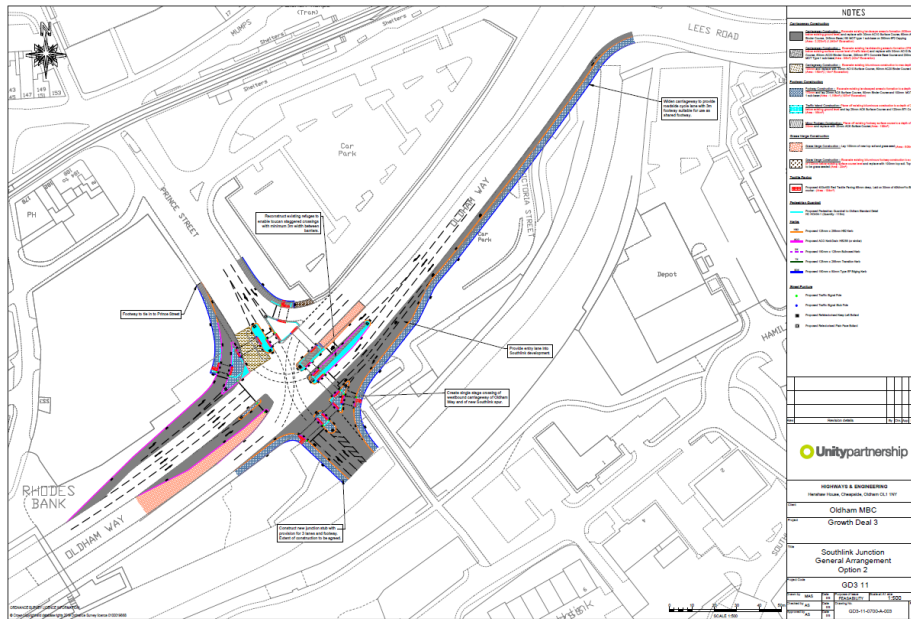
3.10 Henshaw Street/Albion Street Connectivity Improvements including Hydraulic Bollard Replacement

3.10.1 This package of works consists of the refurbishment and remodelling of the public areas outside the Tommyfield Market. The scheme will address indiscriminate vehicle access at the entry points to the pedestrian area by reinstating hydraulic bollards to reduce the opportunity for conflict with pedestrians. The scheme will extend the boundary of the pedestrian area, provide new high quality natural surfacing, deliver new landscaping and opportunities for the public to utilise the space better and create an improved sense of place.



3.11 Southlink New Access and Signal Improvements

3.11.1 This package will deliver the primary access road to the Southlink Residential Development site by way of a fourth arm to the existing signalised junction. The works will incorporate improvements to cycling and pedestrian crossing facilities and provide the catalyst to the housing development.



3.12 Match Funding Packages

3.12.1 Middleton Road Bridge Refurbishment was delivered in 2018/19 and forms a match funded element of the Accessible Oldham Programme.

3.12.2 The public realm elements associated with Oldham Museum and Archives development also provides match funding for the programme.

3.13 Following initial design development and costing work a value engineering exercise was undertaken to align the deliverable packages to the £6m Growth Deal 3 allocation.

3.14 The current agreed programme is as shown in table 1 below:

TABLE 1 ACCESSIBLE OLDHAM PROGRAMME			
Delivery Project / programme element	GD 3 Funding	Council match-funding	Total Cost estimate
Programme Management	£271,406	0	£271,406
Monitoring & Evaluation	0	£46,000	£46,000
Retiro Street Improvements	£102,128	0	£102,128
Hunters Lane Improvements	£177,016	0	£177,016
Waterloo Street Rhodes Bank Junction	£641,660	0	£641,660
Middleton Road Bridge Refurbishment	0	£1,932,618	£1,932,618

TABLE 1 ACCESSIBLE OLDHAM PROGRAMME

Henshaw Street / Albion Street Connectivity Improvements inc Hydraulic Bollards	£2,788,476	0	£2,788,476
Southlink Traffic Signal Junction – primary development access	£750,000	0	£750,000
OMA Connectivity Improvements		£869,472	£869,472
QRA	£1,269,314	0	£1,269,314
	£6,000,000	£2,848,090	£8,848,090
Locally Held Contingency			£435,715

4 Economic Case

- 4.1 The original Oldham GD3 Strategic Outline Business Case (SOBC) submission proposed a more extensive range of interventions to a value of £28.8 million which has been rationalised to align to the revised scheme entry award of £6 million.
- 4.2 Accessible Oldham is a programme of improvement schemes, for which the Value for Money (VfM) assessment undertaken was for an upper and lower bound Benefit Cost Ratio (BCR) in order to show what the likely range of benefit would be. The VfM assessment shows the expected benefit will be medium value for money (with the higher bound showing medium and lower bound showing low BCR as presented in Table 2). However, it must be noted that the current appraisal methodology does not favour pedestrian accessibility over vehicle journey times which can largely explain the BCR. All parts of the Accessible Oldham programme are considered to offer significant accessibility benefits for both current developments, and the future development potential of adjacent sites, and improves access into the town centre for pedestrians and cyclists and reduces severance.

Table 2 Value for Money Summary

VALUE FOR MONEY UPPER BOUND							
Delivery Project	Present Value Benefits (PVB)	Adjusted PVB	Present Value Cost (PVC)	Net present value (NPV)	Core BCR	Adjusted BCR	BCR Category (Core)
Programme Wide	£7,326,880	£8,992,880	£4,630,000	£2,696,880	1.58	1.94	Medium
VALUE FOR MONEY LOWER BOUND							
Delivery Project	Present Value Benefits (PVB)	Adjusted PVB	Present Value Cost (PVC)	Net present value (NPV)	Core BCR	Adjusted BCR	BCR Category (Core)
Programme Wide	£5,001,000	£6,667,000	£4,630,000	£371,000	1.08	1.44	Low

4.3 Table 2 figures are only for those projects that are entirely growth deal funded as the projects that are funded by other programmes/contributions and provide match-funding have been subject to separate appraisal processes under other grant funding opportunities. The GMCA governance process does not require further appraisal to be undertaken on those projects.

4.4 The appraisals monetise enhancements to the quality of the urban realm and the resulting benefit to users in the scheme area, unit numbers and benefits, growth and highway impacts.

4.5 The benefit of the urban realm projects to pedestrians and cyclists have been calculated using a 2017 TfL toolkit which provides willingness to pay (WTP) values for urban realm improvements.

4.6 In relation to the Southlink scheme, the appraisal assesses the land value uplift using the Department of Housing, Communities and Local Government guidance (DHCLG) for new developments whilst the disbenefits of the additional traffic generated by the development associated with congestion, environmental, noise and tax impacts have also been monetised.

5 Delivery Case

5.1 As Growth Deal grant is devolved capital funding, an assurance and governance process must be in place that meets the Government's Single Pot Assurance Fund guidance.

5.2 GMCA has agreed the governance process for Growth Deal funding.

5.3 The governance process is administered by TfGM on behalf of GMCA.

- 5.4 The governance process for major schemes, which are defined as schemes costing £5 million or more, requires us to pass through two main gateways following Programme Entry attained on the basis of a Strategic Outline Business Case.
- 5.5 These gateways are:
- Conditional Approval; and
 - Full Approval.
- 5.6 To obtain Conditional Approval, TfGM requires a detailed business case which reflects the five Department for Transport cases: the Strategic Case, the Economic Case, the Financial Case, the Commercial Case and the Management Case.
- 5.7 Further business case elements are required for Full Approval, which include:
- Confirmation that scheme costs and benefits remain valid following receipt of final /tendered scheme prices;
 - Planning permissions and consents; and
 - Confirmation via a Shift Statement that all elements reviewed at Conditional Approval stage have not changed materially.
- 5.8 A more streamlined GM governance process is in place for minor schemes (i.e. schemes under £5 million each) and GMCA has agreed that the package nature of the Oldham scheme requires a more flexible approval process, which will apply elements of both major and minor scheme governance processes (i.e. a hybrid approval process). This will take the form of a Conditional business case for the full programme, which will require GMCA/Chief Executives' Working Group approval, then mini business cases or shift statements for final approval of sub-packages of work. These mini business cases or shift statements will require GM Transport Strategy Group approval, which has been granted delegated powers to approve minor works business cases.
- 5.10 Full approval will be sought for the growth deal funded elements of the Accessible Oldham programme in 3 separate mini-Business Case submissions via the GM Transport Strategy Group in accordance with the GMCA minor scheme governance process:
- FBC Submission #1 – Retiro Street, Hunters Lane and Waterloo Street;
 - FBC Submission #2 – Henshaw Street / Albion Street; and
 - FBC Submission #3 – Southlink.
- 5.11 The delivery case describes the governance arrangements established for the effective management of the programme of works.
- 5.12 Governance arrangements have been established to align with existing arrangements in Oldham Council and TfGM which include the establishment of an Accessible Oldham Programme Board.
- 5.13 Held on a quarterly/monthly basis it is attended by the Director Environmental Management, Director of Economy, Principal Officer for Transport and Highways Policy, Head of Service for Regeneration and Development, Unity Partnership Head of Highways, Transportation & Regeneration Service Accountants, Head of Procurement, Legal Representative and project managers from Unity Partnership and Oldham Council's Regeneration team.

- 5.14 The purpose of Oldham Council’s GD3 Programme Board will be to:
- Develop and agree package scopes;
 - Develop and review design options;
 - Review general progress;
 - Ensure individual projects are managed to budget, time and quality;
 - Identify strategic issues between projects which need agreement of senior stakeholders;
 - Manage and review the risks, issues and assumptions underpinning the projects;
 - Ensure that the appropriate level of engagement is undertaken with key stakeholders;
 - Ratify the Gateway Review Panel’s decision on the programme’s progress through, adherence to, TfGM’s gateway process; and
 - Review and agree progress and financial reports.
- 5.15 Each of the individual elements of the programme of works will be reviewed with regards to design, approvals, resource levels and approach to procurement to ensure a robust programme is provided.
- 5.16 A set of management plans have been developed to detail how each element of the programme is to be delivered as follows:
- Project Initiation Plan;
 - Management Plan;
 - Financial Plan;
 - Programme Plan;
 - Risk Management Plan;
 - Quality Plan;
 - Procurement Plan;
 - Consultation Plan; and
 - Project Execution Plan.
- 5.17 The works will be delivered as a co-ordinated programme of discrete, but connected, Delivery Packages designed to deliver the overall programme objectives.
- 5.18 To address the objectives, each Delivery Package is guided by a set of specific and measurable design objectives that have guided the preliminary design options developed to date and will be used as an important design reference point as the options evolve through detailed design work.
- 5.19 Unity Partnership has developed a delivery programme for Growth Deal 3 as part of the development of the Conditional Approval business case. Key milestones are as follows:

TABLE 3 KEY PROGRAMME MILESTONES					
Project Ref	Project Description	Outline approval	Full approval	Works start	Works completion
1	Town Centre Retiro Street Improvements	Nov 20	Dec 20	Feb 19	Mar 19
2	Town Centre	Nov 20	Dec 20	Jan 21	Mar 21

TABLE 3 KEY PROGRAMME MILESTONES

Hunters Lane Improvements					
3	Waterloo Street Rhodes Bank Traffic Signal Junction	Nov 20	Dec 20	Sept 20	Mar 21
4	A62 Oldham Way/Middleton Road Bridge refurbishment	Nov 20	N/A – match funding	Jan 18	Mar 19
5	Henshaw Street / Albion Street Connectivity Improvements inc Hydraulic Bollards	Nov 20	Apr 21	May 21	Jan 22
6	OMA Centre	Nov 20	N/A – match funding	Jan 21	Apr 21
7	Southlink	Nov 20	Mar 21	Jun 21	Dec 21

6 Financial Case

- 6.1 This Financial Case sets out the approach taken in determining the funding requirements for delivering the Accessible Oldham scheme.
- 6.2 The capital costs for the delivery of the programme are shown in table 1, which provides a summarised breakdown of the cost estimate for each package and includes allowances for inflation.
- 6.3 A risk assessment exercise has been undertaken at a programme level and a 'Monte Carlo' assessment undertaken in conjunction with TfGM Risk Manager which has identified a P80 risk allowance of c£1.2m or c20% of the GD3 funding.
- 6.4 Estimated costs have been independently verified and adjusted to capture recommendations made.
- 6.5 The current spend profile for the programme is as follows:

TABLE 4 ACCESSIBLE OLDHAM SPEND PROFILE

Year	Growth Deal 3	Local Funding	Total Spend profile
2017/18	£112,012	£243,874	£355,886
2018/19	£140,305	£1,539,826	£1,680,131
2019/20	£123,714	£66,500	£190,214
2020/21	£978,464	£977,889	£1,956,353
2021/22	£4,645,505	£20,000	£4,665,505
Total	£6,000,000	£2,848,090	£8,848,090

7 Commercial Case

- 7.1 This case explains the indicative procurement strategy and the selection processes that will be used to engage the market.
- 7.2 The delivery of the Accessible Oldham will follow Oldham Council’s Rules of Procedure.
- 7.3 These rules stipulate that “Where an existing Contract or Framework Agreement or an in-house service is available to meet the procurement requirement they shall be used”.
- 7.4 In this regard Unity Partnership will deliver all design and professional services associated with the GD3 programme and Oldham Council’s in-house Operations Team will be consulted to determine capacity and capability to deliver the works packages in the first instance.
- 7.5 Where the Operations Team don’t deliver the works Oldham Council’s Framework Contracts will be used.
- 7.6 It is anticipated at this stage that the Highways Operation Team would be engaged to deliver the Retiro Street, Hunters Lane, Waterloo Street and Southlink packages with an Oldham Council Framework Contract used for the Henshaw Street Albion Street package.