

GREATER MANCHESTER COMBINED AUTHORITY

Date: 28th May 2021

Subject: Greater Manchester's Active Travel Programme (ATF) and Cycling and Walking Financial Update

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

PURPOSE OF REPORT

To seek approval for a delegated scheme of delivery for the active travel schemes that comprise Greater Manchester's Active Travel Fund programme, to facilitate Programme delivery in line with the Department for Transport timescales. To note and approve the funding requirements and updates set out in the following report, in order to ensure the continued delivery of the GM Cycling and Walking Capital and Revenue Programmes.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note progress to date in securing funding for, and establishing, the GM Active Travel Fund (ATF) programme, following a successful bid to the Department for Transport;
2. Approve the proposed ATF governance structure and associated delegations set out in sections 2 and 3 of this report;
3. Note the current package of infrastructure schemes included within the GM ATF Programme, and the proposed ATF Complimentary Measures work programme;
4. Approve the release of up to £1.89 million of development cost funding for the 2 MCF schemes set out in section 3 of this report;
5. Note GM's Capability Fund submission, in accordance with the region's indicative allocation of £2.88 million revenue funding for Active Travel; and

6. Note the current position in relation to grant funding and expenditure for Cycling and Walking measures arising from the impact of COVID-19, as outlined in section 5 of this report.

CONTACT OFFICERS:

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Simon Warburton	Strategy Director	0161 244 1427

Equalities Implications:

Active Travel Fund and the infrastructure which will enable it, will be fully inclusive in its design and development, with the proactive involvement of organisations such as the Disability Design Reference Group (DDRG).

Climate Change Impact Assessment and Mitigation Measures:

The Active Travel Fund programme has been designed to support and expedite delivery of a network which is designed to facilitate a switch from a mechanised mode to walking or cycling, which will see a reduction in both local pollutants and greenhouse gases. By 2040 130,000 daily trips are expected to switch to cycling and walking from private car and taxi use. This equates to around 735,000 less vehicle kilometres being driven per day, with the resultant environmental benefits.

Risk Management:

The recommendations of this report will directly support ATF scheme delivery and enable expedited 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 the TfGM programme team.

Legal Considerations:

Legal correspondence will be produced and implemented for full scheme costs as appropriate.

Financial Consequences – Revenue: Not Applicable

Financial Consequences – Capital: Not Applicable

Number of attachments to the report: No attachments.

BACKGROUND PAPERS:

- 28 June 2019 – Mayor’s Cycling & Walking Challenge Fund
- 29 November 2019 - Mayor’s Cycling & Walking Challenge Fund
- 05 May 2020 – Mayor’s Challenge Fund Update and Prioritisation
- 26 June 2020 – Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 31 July 2020 – Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 02 September 2020 – Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 25 September 2020 – Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 30 October 2020 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 27 November 2020 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 18 December 2020 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 18 December 2020 – The Mayor’s Cycling and Walking Challenge Fund (MCF)
- 29 January 2021 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 12 February 2021 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 26 March 2021 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 26 March 2021 – Active Travel (Cycling and Walking) 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 exemption
GM Transport Committee	Overview & Scrutiny Committee	
[Date considered at GM Transport Cttee if appropriate]	[Date considered by the relevant Overview & Scrutiny Committee]	

1 INTRODUCTION

- 1.0 In May 2020 the Department for Transport announced indicative funding allocations from the then newly created Active Travel Fund (ATF), to support local transport authorities with delivering cycling and walking facilities. The funding came in 2 tranches. Tranche 1, to support the installation of temporary projects as part of emergency Covid response measures; and tranche 2, for the creation of longer-term projects as part of the longer-term recovery.
- 1.1 Following a bid that was submitted on 5 June 2020, GMCA were awarded £3.17 million of funding for Tranche 1 of the ATF, and a further £15.87 million for Tranche 2 following Greater Manchester's bid on 7 August 2020. This has created a GM Active Travel Programme with a value of £19.04 million. GM's bid for its Tranche 2 programme included a Value for Money statement which confirmed the economic case of the Region's proposals.
- 1.2 In accordance with the Department for Transport's timescales, the GM Tranche 1 programme was fully committed by the end of the 2020-21 Financial Year.
- 1.3 The high-level Tranche 2 programme and Local Authority funding breakdown was agreed by the Combined Authority in December 2020, and the associated values added to the appropriate CA Transport Capital and Revenue budgets. The Delivery Plan for the Programme was agreed by the Combined Authority in March 2021.
- 1.4 This paper sets out the proposed governance for the GM Active Travel Programme (ATF), that has been developed to ensure the Programme:
 - is delivered in accordance with the funding criteria and timescales, through the use of existing governance structures where possible;
 - provides financial assurance of scheme delivery – both to delivery partners and to enable appropriate programme management and cost visibility;
 - provides appropriate design assurance – in accordance with GM's bid and recent national design guidance; and
 - enables accurate update and progress reporting to the GMCA and the DfT.
- 1.5 To achieve the above, this paper proposes a scheme of delegation for individual scheme approvals, in accordance with the budgetary values set out in the December 2020 Active Travel Fund paper. The schemes currently included within the Programme are as detailed in Appendix 1.
- 1.6 In addition, this paper recommends development costs funding approvals associated with the ongoing implementation of the Bee Network through the Mayor's Cycling and Walking Challenge Fund (MCF).
- 1.7 The report also provides an update on the recently submitted GM Capability Fund submission for active travel revenue funding in 2021/22, and also the year-end financial position for the emergency active travel measures implemented in response to the Covid-19 pandemic.

2 ACTIVE TRAVEL FUND (ATF) PROGRAMME

- 2.0 The GM ATF Programme currently comprises 26 cycling and walking schemes located on the public highway, which are to be delivered by the 10 GM Authorities.
- 2.1 Each scheme within the GM ATF Programme has an associated Delivery Plan. Given the timeframes for delivery of the programme, delivery plans were developed in lieu of full business cases to give confidence of scheme deliverability and to identify the scheme's contribution to the Programme objectives. The delivery plans include output metrics, forecast costs, delivery timeframes, key risks and contractor delivery method/arrangements. A Value for Money statement was produced, based on the individual scheme components, and submitted as part of the GM bid.

SCHEME DESIGN AND APPROVALS

- 2.2 The Department for Transport (DfT) have stipulated specific requirements of the Active Travel Fund with respect to the consultation undertaken by scheme promoters. These include that:
- a list of specific DfT-identified stakeholders are to be consulted with (as a minimum); and that
 - prior to construction commencing, DfT is notified by letter that consultation has taken place in line with the funding requirements and that the consultation feedback has been considered in the final design.
- 2.3 After consultation feedback has been considered by scheme promoters, the final scheme design is to be presented to TfGM's Cycling and Walking Design Review Panel (DRP). The DRP was established to support the design development process; enable the resolution of issues and agree designs prior to scheme approval. In the context of the ATF programme, the DRP process will review final designs prior to approval and ensure funding fit. The outcome will be a design approval, as a precursor to full scheme approval.
- 2.4 Once design approval has been achieved, the scheme Delivery Plan will be updated accordingly, including the cost plan and a copy of the consultation confirmation letter as issued to DfT.
- 2.5 Schemes will then be presented to the GM Cycling & Walking Programme Board (CWPB) for full approval, supported by the associated Delivery Plan to evidence affordability (within the Local Authority allocations presented to the GMCA in December 2020), design-fit and deliverability. The CWPB forms a key part of the governance process for the Mayor's Challenge Fund, as referenced in the March 2021 GMCA Active Travel update paper.

ATF SCHEME FINANCIAL APPROVAL

- 2.6 A monthly reporting structure has been established to enable programme management, visibility of scheme status and updates to the GMCA and DfT. GM Local Authorities complete monthly update reports for each scheme; reporting on risk, health and safety, costs and milestones. The reports are rolled up into a detailed programme report, prior to onward reporting at the CWPB.
- 2.7 Through the proposed approvals process, the CWPB will provide financial approval for individual scheme cost plans, with affordability to be assessed against the Local Authority allocations agreed at the GMCA in December 2020 and set out in Appendix 2.
- 2.8 To expedite scheme development and minimise financial risk, it is proposed that up to 15% of a Local Authority's budget can be claimed for development costs in advance of full scheme approval. The remainder of a scheme's cost (delivery budget) would then be claimed in arrears, based on actual costs incurred, and post scheme full approval. This would follow a quarterly claims process comparable to that of MCF.

CHANGE PROCESS FOR ATF PROGRAMME

- 2.9 The current list of schemes within the GM ATF programme is set out in Appendix 1. As development and consultation progresses, should it become evident that delivery of a particular scheme is unlikely to be achieved for whatever reason, it may be necessary to consider a replacement scheme.
- 2.10 Proposed new/replacement schemes will be assessed by the CWPB for affordability, value for money and deliverability, and a decision taken on whether to approve the scheme for inclusion in the Programme. If agreed, a corresponding Delivery Plan would be produced, and the scheme incorporated into the monthly ATF reporting process.

ATF COMPLEMENTARY MEASURES

- 2.11 Funding of £1,680,000 has been allocated as part of GM's ATF Programme to the delivery of a package of GM wide complementary measures. This funding offers the opportunity to deliver focused activation measures that will complement the introduction of the ATF funded investment in new walking and cycling routes.
- 2.12 To gain the maximum value from new infrastructure it needs to be used by as many people as possible. Activity to engage with potential users - promote the scheme, incentivise its use and break down other barriers therefore represents good value for money. A GM-wide programme, centred on health, education and community investments to support access to safe connected spaces and to walking and cycling will allow for a range of activities to take place at scale across the region, raising awareness of, and helping to remove barriers to, use of the new infrastructure being implemented through the ATF Programme.

- 2.13 As the complimentary measures being delivered through the Active Travel Fund are to complement the new infrastructure programme, eligibility for this funding will be based on proximity to this network, and in most cases, this means located within a 1km geographic radius of the schemes shown in Appendix 1.
- 2.14 Appendix 3 of this report sets out the proposed breakdown of the Active Travel Fund Complimentary Measures work package.

3 MAYOR'S CHALLENGE FUND (MCF) DEVELOPMENT COST APPROVALS

- 3.0 Following Programme Entry, Local Authority partners can proceed with the development of their schemes, including progressing the necessary powers and consents, prior to obtaining either Conditional Approval and/or Full Approval of their scheme Business Cases.
- 3.1 Once a scheme has secured Programme Entry, scheme promoters submit a development cost budget request signed off by the relevant Section 151 officer. The funding for these development costs is available to support Local Authorities in securing the necessary support and resources to carry out the work involved in scheme delivery from business case development, design, consultation, community engagement through to procurement and delivery.
- 3.2 Details of the schemes for which Development Cost funding approval is sought, is set out below. These forecast development costs have been submitted to TfGM and reviewed and signed off by the MCF programme team.
- **Salford Trinity Way- Irwell Street** improvement scheme will provide wider footpaths and cycleways alongside Trinity Way, and a Cyclops crossing at its junction with Irwell Street. Irwell Street will be improved by narrowing the carriageway and introducing segregated cycle lanes and widened footways enhanced with trees and other planting. The scheme will provide an important link to other MCF schemes in the area. The scheme is part of the overall Salford City Centre Package that was granted MCF Programme Entry by the GMCA on 28 June 2019 and has a development cost funding ask of £696,581.
 - **GM Bee Network Crossings** will provide a network of new and upgraded crossing points for the Bee Network in every Local Authority of GM. The scheme was granted MCF Programme Entry by the GMCA on 29th November 2019. Following on from Full Approval of Phase 1 for Manchester and Bury (with a total cost of circa £2.4m), this submission is for the approval of the development costs for the next two phases of delivery, with an MCF funding ask of £1,185,848. This approval will result in delivery across all remaining GM Local Authorities.
- 3.3 These 2 schemes in total represent a combined development cost budget ask from the MCF of £1,882,429. Their approval would result in a total of 68 MCF schemes

having received development cost budget approval, with a combined development cost budget of £39.1 million.

4 GREATER MANCHESTER CAPABILITY FUND

- 4.0 GM has been allocated £2.877 million by the Department for Transport (DfT), from their Capability Fund for 2021-22. Securing this allocation required a delivery plan, setting out the intended use of the funding, be submitted to the DfT by 19 April. This was submitted by TfGM, on behalf of the Combined Authority, and following submissions from, and discussions with, the 10 GM Authorities. In accordance with the fund requirements, a value for money statement formed part of the submission. Feedback on and the outcome of GM's submission is currently awaited.
- 4.1 The Capability Fund is the revenue element of the £257 million active travel allocation for 2021-22 in England, announced in the Autumn Statement. It forms part of the £2 billion commitment for active travel over the course of this Parliament. Details of the capital funding element of this allocation for 2021-22 are currently expected to be announced in early summer 2021.
- 4.2 The fund is intended to support the development of future infrastructure projects, and to promote increased levels of physical activity through walking and cycling for everyday journeys. GM's bid was compiled based on proposals submitted by the 10 Local Authorities. As set out in the table below, a total of £2.23 million was allocated to scheme development (including monitoring and evaluation) related activity, including £1.78 million of Local Authority led schemes. Two elements will be centrally coordinated – the first being a 'video survey' based audit of the planned Bee Network to enable prioritisation of future schemes and issues, such as pavement parking. The second being the continued deployment of a comprehensive walking and cycling monitoring system.
- 4.3 The remainder of the allocation (£0.65 million) will be used for activation and behavioral change, based on an agreed set of Local Authority priorities. This will fund, for example; support for schools, businesses and increase access to bikes for key workers. Funding would support the allocation of grants for schools and businesses that fall within the catchment area of existing infrastructure schemes, so boosting the number of people enabled to travel actively.
- 4.4 A summary of the GM bid is set out in the table below:

Scheme	Cost
Local authority led scheme development proposals	£1,780,766
Bee Network audit	£150,000
GM monitoring network	£300,000
Sub-total - Development	£2,230,766
Access to bikes	£147,000
Support for schools	£250,000
Support for businesses	£250,000
Sub total – Activation	£647,000
Overall GM Allocation	£2,877,766

5 EMERGENCY ACTIVE TRAVEL (EAT) / SAFE STREETS SAVE LIVES (SSSL)

- 5.0 On the 6th May 2020 the GM Mayor announced up to £5 million of emergency funding to support active travel and social distancing to enable safe essential travel and exercise during lockdown and recovery. Subsequently in November 2020 the GMCA approved a £4 million switch from capital to revenue to fund these the temporary elements of this expenditure through the Mayor’s Challenge Fund (MCF).
- 5.1 On the 23rd May 2020 the DfT announced the Emergency Active Travel Grant award (Tranche 1) of £3.2 million capital and revenue grant for the support and installation of active travel response measures related to the COVID-19 pandemic. The total amount of grant funding available for these COVID-19 initiatives was therefore £8.2 million.
- 5.2 To date, £7.3 million of expenditure has been incurred across GM relating to this emergency funding and the final claims were submitted in March 2021.
- 5.3 It is now necessary to switch funding between SSSL (MCF) and EAT - both revenue and capital - in order to fund the expenditure as shown in the Table below.

Expenditure	Expenditure at 31st March 2021	Funding Switch	Grant Award	Funding Available for MCF Capital
	£000	£000	£000	£000
EAT Capital	2,608	(721)	1,887	0
SSSL Capital (MCF)	0	721	1,000	(279)
EAT Revenue	89	1,199	1,288	0
SSSL Revenue (MCF)	4,562	(1,199)	4,000	(637)
TOTAL	7,259	0	8,175	(916)

By Funding	£000	£000	£000	£000
EAT	2,697	478	3,175	0
SSSL (MCF)	4,562	(478)	5,000	(916)
TOTAL	7,259	-	8,175	(916)

- 5.4 The funding switch set out above will result in the EAT capital and revenue grant being utilised in full, and the c£916,000 remaining against the MCF SSSL grant will return to the MCF budget for capital schemes.

6 RECOMMENDATIONS

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

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM

Appendix 1: ATF Programme Schemes

Local Authority	Scheme ID	Scheme name
Bolton	BO-ATF-001	Manchester Rd corridor Phase 1
Bolton	BO-ATF-002	Manchester Rd corridor Phase 2
Bolton	BO-ATF-003	A58 Moss Bank Way Corridor
Bury	BU-ATF-001	Fishpool & Pimhole AN
Manchester	MA-ATF-001	City Centre Triangle
Manchester	MA-ATF-002	Wythenshawe C&W Improvement
Oldham	OL-ATF-001	Wellington St Modal Filter
Oldham	OI-ATF-002	Links to Royal Oldham Hospital
Oldham	OL-ATF-003	Oldham Town Centre
Oldham	OL-ATF-004	Royton
Oldham	OL-ATF-005	Coal Pit Lane Modal Filter
Rochdale	RO-ATF-001	Milnrow Town Centre
Rochdale	RO-ATF-002	St. Leonards
Salford	SA-ATF-001	Eccles Old Road
Salford	SA-ATF-002	Blackfriars Street
Salford	SA-ATF-003	A6 Cycleway
Salford	SA-ATF-004	Swinton Filtered Neighbourhood
Stockport	ST-ATF-001	Historic Markets and Underbanks
Tameside	TA-ATF-001	Dowson Road, Hyde
Tameside	TA-ATF-002	Penny Meadow/Mossley Road
Tameside	TA-ATF-003	Stamford St Central – Ashton
Tameside	TA-ATF-004	Upgrade of Existing Cycle Lanes
Trafford	TR-ATF-001	A56 Corridor
Trafford	TR-ATF-002	Edge Lane, Stretford

Trafford	TR-ATF-003	Oxford road, Altrincham
Wigan	WI-ATF-001	Worsley Mesnes Active Neighbourhood

Appendix 2: ATF Budget Split (approved by Combined Authority December 2020)

District	Capital Cost	Revenue cost	Total cost
Bolton	£ 1,730,300	-	£ 1,730,300
Bury	£ 720,000	£ 20,000	£ 740,000
Manchester	£ 5,500,000	-	£ 5,500,000
Oldham	£ 535,000	-	£ 535,000 (was £300k)
Rochdale	£ 910,000	£ 5,000	£ 915,000
Salford	£ 810,000	£ 90,000	£ 900,000
Stockport	£ 780,000	-	£ 780,000
Tameside	£ 985,000	-	£ 985,000
Trafford	£ 605,000	-	£ 605,000
Wigan	£ 600,000	-	£ 600,000 (was £300k)
			£13,290,300
GM wide Complementary Measures			£ 2,580,950
Budget Total			£ 15,871,250

Appendix 3: ATF Complimentary Measures - Behaviour Change/Activation Package

Intervention	Cost (000k)	Outcome/Detail	Proposed Eligibility Criteria
Cycle Parking Grants	£560	Approx. 2,000 new spaces in Schools, Housing Associations, NHS sites & small business premises.	<ul style="list-style-type: none"> • Sites to be located within 1km buffer • GIS mapping shows that c.200 schools and 400+ NHS sites would be eligible. The exact number of relevant Housing Association sites is tbc. • Parking at NHS sites to be available for public use.
School Streets	£500	Approx. 50 School Streets	<ul style="list-style-type: none"> • Each Authority to be allocated up to £50k to deliver a minimum of 5 School Streets • School to be located within 1km buffer • School to be fully on board before application is submitted and to sign up to Modeshift to allow for central M&E. • Applications to be reviewed by Design Panel.
Access to Cycling	£200	20 Bike Libraries and c. 3,000 users. Min 1,000 cycle training sessions	<ul style="list-style-type: none"> • Bike Library - grants of £5k available to community groups, schools etc to set up a library providing access to bikes and equipment for the local community. Priority will be given to groups operating close to ATF infrastructure. • Access to training opportunities to be agreed in collaboration with Local Authorities and based on local need
Scheme Activation	£420	On-the-ground activation supporting/delivering bespoke targeted marketing of opportunities to walk and ride - physical & digital assets.	Supporting activity to be coordinated by TfGM and targeted at schemes/programme level as appropriate.
TOTAL	£1,680		