

Greater Manchester Combined Authority

Date: 26th November 2021

Subject: The Mayor's Cycling and Walking Challenge Fund (MCF) and Side Road Zebra Study

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 of the funding requirements for the Stockport Hazel Grove Phase 1 scheme, and to note the study updates set out in the following report, in order to ensure the continued delivery of the GM Active Travel Capital Programme.

Recommendations:

The GMCA is requested to:

1. Approve the release of up to £532,000 of MCF funding for the Stockport Hazel Grove Phase 1 scheme, as set out in section 2 of this report, in order to secure full approval and enable the signing of the necessary legal agreements; and
2. Request TfGM to seek regulatory approval from the Department for Transport to allow further longer-term side road zebra trials as recommended in section 3 of this report.

Contact Officers

Steve Warrener	Director of Finance and Corporate Services	Steve.Warrener@TfGM.com
Richard Nickson	Cycling and Walking Programme Director	Richard.Nickson@TfGM.com

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G		
Health	G	<p>The schemes being both developed and delivered in full will provide the infrastructure required to support and enable Active, healthy travel - supporting both both physical and mental health improvements.</p> <p>The schemes being both developed and delivered in full will provide the infrastructure required to support and enable Active, healthy travel - supporting both both physical and mental health improvements.</p> <p>The schemes being both developed and delivered in full will provide the infrastructure required to support and enable Active, healthy travel - supporting both both physical and mental health improvements.</p> <p>The schemes proposed for full approval and subsequent delivery will provide high quality cycling and walking infrastructure in support of access to services, including healthcare.</p>	
Resilience and Adaptation			
Housing			
Economy			
Mobility and Connectivity	G		
Carbon, Nature and Environment	G		
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	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.

Equalities Implications:

The City Centre Transport strategy is a sub-strategy to the Greater Manchester Transport Strategy 2040 documents which aim to contribute to delivering sustainable economic growth, improve quality of life and protect the environment. The original GM Transport Strategy 2040 was the subject of an Integrated Assessment which includes an Equalities Assessment. In addition, an EQIA is being undertaken on the CCTS.

Climate Change Impact Assessment and Mitigation Measures –

The Mayor's Cycling and Walking Challenge 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.

Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential	N/A			
Residential building(s) renovation/maintenance	N/A			
New Build Commercial/Industrial	N/A			
Transport				
Active travel and public transport				
Roads, Parking and Vehicle Access	N/A	Approval of MCF development costs and the provision of full scheme approval will enable both the design and delivery of active travel routes as part of the Bee Network - including the creation of new and the extension and improvement of existing.		
Access to amenities				
Vehicle procurement	N/A	Approval of MCF development costs and the provision of full scheme approval will enable both the design and delivery of active travel routes as part of the Bee Network - including the creation of new and the extension and improvement of existing.		
Land Use				
Land use				
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.

Risk Management

The recommendations of this report will directly support MCF scheme delivery and enable prioritised 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 MCF programme team.

Legal Considerations

Legal Delivery Agreements and legal side-letters will be produced and implemented for full scheme and development cost approvals as appropriate.

Financial Consequences – Revenue

Revenue consequences are set out in paragraphs 2.4 and 2.5.

Financial Consequences – Capital

Financial consequences are set out in paragraphs 2.4 and 2.5.

Number of attachments to the report: No attachments

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers (Current Calendar Year)

- 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
- 28 May 2021 – Governance and Cycling and Walking Financial Approvals
- 25 June 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 10 September 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 24 September 2021 - Mayor's Challenge Fund Cycling and Walking Financial Approvals

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?

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1 On 29 March 2018, GMCA agreed to allocate £160 million of Greater Manchester's £243 million Transforming Cities Fund (TCF) to develop a Mayor's Cycling and Walking Challenge Fund (MCF).
- 1.2 The fund is being used to deliver the first phase of the Bee Network, which is the walking and cycling element of the Our Network plan to transform Greater Manchester's transport system. The Bee Network, once complete, will cover circa 1,800 miles and be the longest, integrated, planned network in the country connecting every neighbourhood of Greater Manchester. The initial network plan was contained in Greater Manchester's cycling and walking infrastructure proposal (adopted by GMCA in June 2018), as part of a GM Streets for All highways improvement programme.
- 1.3 On 29 June, 28 September, 14 December 2018 and 29 March, 28 June, 29 November 2019, GMCA sequentially approved Tranches 1 to 6 of the Mayor's Cycling and Walking Challenge Fund, granting schemes Programme Entry. In total this comprised 82 cycling and walking schemes with a forecast MCF funding requirement of £358.5 million, and a forecast overall value of £492.7 million, including local contributions. This figure excludes Programme Management costs.
- 1.4 Following the over-programming of the MCF and the creation of an infrastructure pipeline, on the 5 May 2020 GMCA approved the first phase of Bee Network delivery, based on identified District priorities. This phase has a forecast value of £216.5 million.
- 1.5 The additional c£66.5 million of funding required to deliver the overprogrammed element of the first phase of the Bee Network delivery is being sought from the City Region Sustainable Transport Settlement, with future pipeline funding planned from the national Active Travel Fund pot (managed by the Department for Transport).
- 1.6 The report recommends full scheme funding approvals associated with the ongoing implementation of the Bee Network through the Mayor's Cycling and Walking Challenge Fund. This is a monthly funding approval paper in support of MCF programme delivery.

2. MCF Full Scheme Approval

- 1.7 Over the last 3 years, TfGM has been working closely with scheme promoters to set up and progress the projects in line with the agreed governance arrangements, in particular those agreed on 25 May 2018 and continues to utilise TfGM's established Cycling & Walking Infrastructure Support Team to provide collaborative support to Local Authority partners.
- 1.8 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.

- 1.9 Having previously received MCF Programme Entry, the Stockport Hazel Grove Phase 1 scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £531,588. For Local Authority-led schemes, Full Approval will enable the release of delivery funding via legal delivery agreements.
- 1.10 The Hazel Grove Phase 1 scheme was subject to a full business case review, undertaken by the MCF Programme Team, which concluded that the scheme fulfil the required five-case criteria (Strategic, Economic, Management, Financial and Commercial). This recommendation was endorsed by the Cycling and Walking Programme Board on the 4th November and subsequently reported to the GM Cycling and Walking Board via written procedures.

Stockport Hazel Grove Phase 1

- 1.11 The Hazel Grove Phase 1 scheme will provide new and enhanced facilities for pedestrians and cyclists within the Hazel Grove area, including the creation of circa 0.5KM of new north-south cycle routes, a new signalised crossing of the A6 at Torkington Park, improved lighting and step free access points within the park. The scheme will provide connections to and between Stepping Hill Hospital, Hazel Grove Rail Station, Norbury Parish Church and Torkington Park.
- 1.12 The scheme has a total MCF funding ask of £531,588 and following a full business case review by the MCF programme team, is forecast to return a high value for money.
- 1.13 Full Approval of this scheme would result in a total of 32 MCF work packages having secured full funding approval, with an associated total full approval commitment of circa £63.5 million of MCF funding.

3. Side Road Zebra Crossings

- 1.14 In March 2019, and following agreement with GM Highways Group, GMCA approved a research commission tasked with gathering evidence to assess the risks and benefits of novel side road junction zebra crossings and help build a case to change national traffic sign regulations. The ability to introduce such crossings at side-roads is recognised as key to delivery of the active travel components of the Bee Network. As such £0.34 million was approved by the GMCA to undertake this work, with Transport Research Laboratory (TRL) appointed to the role.
- 1.15 The study is now complete, and members are asked to note the key findings and the recommendation to request regulatory approval from the Department for Transport (DfT) to allow long term trials across a wider range of highway types.
- 1.16 In summary, the research has concluded that the evidence gathered sufficiently demonstrated that Side Road Zebra Crossings were universally understood by the public and significantly improved the proportion of drivers giving way to pedestrians (30% uplift) when compared to no crossing provision, and without any increase in the level of harmful interaction. The study followed a series of sequential stages, of which the final stage was on-street trials within Tameside MBC.

- 1.17 The 2-year study concludes by recommending '*that regulatory approval be sought to implement crossings at a larger number of sites for longer term monitoring*'. These findings have been shared with key stakeholders, including GM Highway Authority partners, Living Streets and the Department for Transport.
- 1.18 It is envisaged that if regulatory approval is provided, side road zebra crossings will provide local highway authorities an additional crossing type that is low-cost, effective and can be used regularly at side roads in support of enhanced pedestrian provision. Side road zebra crossings would also represent a practical method for meeting the 'double buggy' test for walking contained as set out in the interim GM Active Travel Design Guide
- 1.19 These measures could be introduced, at little or no marginal cost, to on-going Cycling and Walking schemes or new, additional targeted areas could be enabled to further establish the priority we wish to give to vulnerable pedestrians, especially in local neighbourhoods, on routes to schools and complementing, for example; school streets or active neighbourhoods, subject to the identification of suitable funding.

4. Recommendations

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

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM