

Greater Manchester Combined Authority

Date: 27th May 2022

Subject: The Mayor's Cycling and Walking Challenge Fund (MCF)

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 delivery funding requirements for the Rochdale Castleton Corridor Mayor's Challenge Fund (MCF) Cycling and Walking Scheme, and the addition of Central Government funding to GM's cycling and walking capital and revenue programmes.

Recommendations:

The GMCA is requested to:

1. Approve the release of £1,975,140 of MCF funding, and £2,200,000 of Active Travel (Tranche 3) funding for the Rochdale Castleton Phase 1 scheme, as set out in section 2 of this report, in order to secure full approval and enable continued scheme delivery through the signing of the necessary legal agreement; and
2. Note the award of £13.07 million for the Active Travel (Tranche 3) Capital Grant and approve the addition to the 2022/2023 GMCA Capital Programme as outlined in section 3 of this report; and
3. Note the award of £0.18 million of funding from Department for Transport with respect to the Mini Holland Feasibility grant and the Active Travel Social Prescribing Feasibility grant for financial year 2022-23, and approve the inclusion of this funding and associated costs in the 2022/23 GMCA Transport Revenue Budget as outlined in section 4 of this report; and

- Note the updated position regarding the GM Capability Fund, and approve the inclusion of this expenditure and funding in the 2022/23 GMCA Transport Revenue Budget, as set out in section 5 of this report.

Contact Officers

| | | |
|-----------------|--|--|
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Equalities Impact, Carbon and Sustainability Assessment:

| Impacts Questionnaire | | |
|---|---|--|
| Impact Indicator | Result | Justification/Mitigation |
| Equality and Inclusion | G | |
| Health | G | The MCF schemes proposed for full approval will provide the infrastructure required to support and enable Active, healthy travel - supporting both both physical and mental health improvements. |
| 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 schemes, which are developed and delivered through the Mayor’s Challenge Fund for Walking and Cycling, are subject to detailed local engagement and consultation to ensure that the needs of all users are considered in producing designs which provide equity of access. All scheme proposals also undergo a detailed design assurance process which takes into account national design guidance as well as Greater Manchester’s own interim cycling and walking design guidance, which itself has been the subject of discussion with TfGM’s Disability Design Reference Group.

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 | Full approval of the MCF schemes set out in this report will enable both the design and delivery of active travel routes as part of the Bee Active Network - including the creation of new and the extension and improvement of existing. | | |
| Access to amenities | | | | |
| Vehicle procurement | N/A | Full approval of the MCF schemes set out in this paper 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 sections 4 and 5 of this report.

Financial Consequences – Capital

Financial consequences are set out in sections 2 and 3 of this report.

Number of attachments to the report: No attachments

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- 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
- 26 November 2021 – Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 11 February 2022 – GMCA Revenue and Capital Programme Budget 2022/23
- 11 February 2022 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 25 March 2022 - 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. 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). The fund had an initial four-year timeframe, running until the end of 2021/22.
- 1.2 The fund is being used to deliver the first phase of the Bee Active Network, which is the walking and cycling element of the wider Bee Network, which will transform Greater Manchester's transport system. The Bee Active 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 additional funding sources, including the City Region Sustainable Transport Settlement, with future pipeline funding planned from the national Active Travel Fund pot (managed by the Department for Transport, supported by Active Travel England).
- 1.6 In addition, and in accordance with Local Transport Note 1/20, all future Highway schemes will be required to provide for active travel, including in particular the Streets programme within GM's proposed City Region Sustainable Transport

Settlement programme, and notably the delivery of bus priority routes and multi-modal corridors.

- 1.7 This report recommends delivery funding approvals associated with the ongoing implementation of the Bee Network through the Mayor's Cycling and Walking Challenge Fund, and the addition of further central government cycling and walking funding to support regional delivery. This is a monthly funding approval paper in support of cycling and walking programme delivery.

2. MCF/ATF3 FULL SCHEME APPROVAL

- 2.1 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.

Rochdale Castleton Corridor Phase 1

- 2.2 Having previously received MCF Programme Entry, the Rochdale Castleton Corridor Phase 1 scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £1,975,140, against a total scheme cost of £4,175,140. The scheme is forecast to return a low value for money, however this is a function of appraising the impact of providing the desired priority to cyclists and pedestrians at junctions. Full Approval will enable the release of delivery funding via a legal delivery agreement.
- 2.3 The scheme was subject to a full business case review, undertaken by the MCF Programme Team, which concluded that it fulfilled the required five-case criteria (Strategic, Economic, Management, Financial and Commercial). This recommendation was endorsed by the Cycling and Walking Programme Board on the 5th May 2022, and subsequently reported to the GM Cycling and Walking Board via written procedures.
- 2.4 As set out in Section 3 of this report, the Rochdale Castleton Phase 1 scheme featured in GM's successful Active Travel Tranche 3 (ATF3) settlement, with an allocation of £2,200,000. The ATF3 contribution, combined with the MCF funding ask, equates to the total scheme value of £4,175,140.

- 2.5 The Castleton Corridor Phase 1 scheme will improve the quality of infrastructure for walking and cycling through Castleton town centre, from Castleton railway station to the Royal Toby.
- 2.6 The scheme will construct new segregated cycle lanes, alongside improved pedestrian facilities, public realm improvements and new junctions – including 2 new CYCLOPS (Cycle Optimised Protected Signal) junctions. The Castleton Rochdale Town Centre Phase 2 scheme, which will link Rochdale town centre to the Phase 1 scheme, is currently in development and will be subject to a separate full business case submission in due course.
- 2.7 Full Approval of the funding required for this scheme would result in a total of 38 MCF work packages having secured full funding approval, with an associated total full approval commitment of £87,696,348 of MCF funding.

3. ACTIVE TRAVEL (TRANCHE 3) CAPITAL

- 3.1 On 25th March 2022, the Department of Transport (DfT) announced the regional allocations for the latest round (Tranche 3) of the Active Travel Capital grant. £13.07 million has been awarded for Greater Manchester, and the detail of the approved schemes is shown in the table below.

| Local Authority | Scheme | Award Value (£s) |
|-----------------|---|-------------------|
| Manchester | Alan Turing Way | 3,200,000 |
| Manchester | Traffic Free City Centre Streets | 750,000 |
| Rochdale | Castleton Corridor, Phase 1 | 2,200,000 |
| Salford | Oldfield Road Corridor | 3,820,000 |
| Tameside | A57 Crown Point, Phase 1 | 1,950,000 |
| Salford | Salford City Centre Bee Network - Irwell Street | 1,000,000 |
| TfGM | Programme Management and Assurance | 145,439 |
| | Total | 13,065,439 |

- 3.2 The schemes are to be delivered and designs approved in consultation with the Department of Transport's executive agency – Active Travel England (ATE). The successful schemes listed above were reviewed by Active Travel England and are felt to achieve the high design quality that is required of all nationally funded active travel schemes, and in accordance with government guidance note, LTN1/20.

Funding must, wherever possible, be committed by the end of the 2022/23 financial year, and schemes delivered as soon as reasonably possible thereafter.

4. MINI-HOLLAND AND SOCIAL PRESCRIBING FEASIBILITY

- 4.1 In July 2021, the GMCA approved an expression of interest (EOI) for Mini-Hollands and a GP Prescribing (social prescribing) pilot project, for submission to the DfT.
- 4.2 Further to the EOI submission, in February 2022, the DfT announced an allocation for GM of £0.1m for a more detailed Social Prescribing Feasibility study. At this stage Local Authorities were requested to express their interest in becoming a Social Prescribing pilot area - responses were received and duly reviewed by a panel comprising representatives from TfGM, Greater Sport and the GM Health and Social Care Partnership.
- 4.3 Oldham has been selected as the preferred location for the study. It is anticipated that the study will complete in 2022/2023. The feasibility study will look to integrate health and travel teams and other stakeholders, in developing pilot scheme initiatives, and incorporate shared learning with other national Local Authorities.
- 4.4 In March 2022, the DfT announced a funding allocation for GM of £0.08m to support the development of a single feasibility study exploring the potential for a Mini-Holland scheme within Greater Manchester. At EOI stage, GM submitted 5 Mini-Holland proposals, and so a shortlisting exercise will now be undertaken to identify a preferred location. The short-listing will be based on the Mini-Holland criteria set out by the DfT as part of the EOI process. Once a preferred location is selected, the funding is to be committed by the end of March 2023.
- 4.5 It is recommended to approve the addition to the 2022/23 Transport Revenue Budget of £0.18 million from the Mini Holland and Active Travel Social Prescribing feasibility grants.

5. GM CAPABILITY FUND

- 5.1 In May 2021, the GMCA approved the submission of a £2.88 million bid for Active Travel Revenue Capability Grant Funding. Prior to the bid, GM were advised that £2.88 million was GM's regional allocation, subject to a bid submission.

- 5.2 Confirmation of the £2.88 million GM allocation was announced in September 2021, for the development of active travel capital schemes and studies. A breakdown of the funding is shown in Appendix A.
- 5.3 The funding will be used to progress a mix of proposals, including: the development of capital infrastructure proposals; the progression of a GM active travel monitoring network, and activation programmes including cycle parking for businesses and School Streets initiatives.
- 5.4 £0.27 million of the £2.88 million programme was spent in 2021/22. It is recommended to approve the addition to the 2022/23 Transport Revenue Budget of the remaining £2.61 million of Active Travel Capability Funding.

6. RECOMMENDATIONS

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

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM

APPENDIX A – GM CAPABILITY FUND PROGRAMME

| Scheme | £000's |
|---|---------------|
| Local Authority led scheme development | 1780 |
| Bee Network (Cycling and Walking) Audit | 150 |
| GM monitoring network | 300 |
| Sub-total - Development | 2,230 |
| | |
| Access to bikes | 147 |
| Support for Schools | 250 |
| Support for businesses | 250 |
| Sub-total - Activation | 647 |
| | |
| Overall GM Allocation | 2,877 |