

## Greater Manchester Combined Authority

Date: 29 July 2022

Subject: Greater Manchester Active Travel Programme

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

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### Purpose of Report

To seek approval of the delivery funding requirements for Phase 2 of the GM Bee Network Crossings project, through the Mayor's Challenge Fund (MCF) Cycling and Walking programme; and to note the planned governance and approvals approach for Greater Manchester's Active Travel Fund (Tranche 3) programme.

### Recommendations:

The GMCA is requested to:

1. Approve the release of £2,118,033 of MCF funding for Phase 2 of the Greater Manchester Bee Network Crossings 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 supporting legal agreement.
2. Note the planned governance and approvals approach regarding management of the £13.07 million Active Travel Fund (Tranche 3) programme for GM, following its addition to the 2022/23 Capital Programme at the May 27 GMCA meeting.

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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 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		
<b>Further Assessment(s):</b>	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 Greater Manchester's Active Travel Capital Programme, 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.

<b>Carbon Assessment</b>				
<b>Overall Score</b>				
<b>Buildings</b>	<b>Result</b>	<b>Justification/Mitigation</b>		
New Build residential	N/A			
Residential building(s) renovation/maintenance	N/A			
New Build Commercial/Industrial	N/A			
<b>Transport</b>				
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.		
<b>Land Use</b>				
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
- 27 May 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

- 1.0 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.
- 1.1 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.
- 1.2 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.
- 1.3 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.
- 1.4 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).
- 1.5 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.
- 1.6 On 25<sup>th</sup> March 2022, the Department of Transport (DfT) announced the regional allocations for the latest round (Tranche 3) of the Active Travel Capital grant (ATF3), with £13.07 million awarded for Greater Manchester. This funding was added to the 2022/23 GMCA Capital Programme at the 27 May GMCA meeting.
- 1.7 This report recommends a delivery funding approval associated with the ongoing implementation of the Bee Network through the Mayor's Cycling and Walking Challenge Fund; and presents the planned governance approach for managing the ATF3 programme. This is a monthly funding approval paper in support of cycling and walking programme delivery.

## **2. MCF FULL SCHEME APPROVAL**

- 2.0 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.

### GM Bee Network Crossings Phase 2

- 2.1 Having previously received MCF Programme Entry, the Greater Manchester Bee Network Crossings Phase 2 scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £2,118,033, which represents the full Phase 2 cost. The Greater Manchester Bee Network Crossings scheme represents a rolling programme of highway crossing interventions across GM, designed to reduce severance for walkers and cyclists. Phase 1 is currently delivering a package of crossings in Bury and Manchester and was granted full approval for £2,400,666 of delivery funding by the GMCA in December 2020.
- 2.2 The Phase 2 scheme was subject to a full business case review, undertaken by the Active Travel Programme Team, which concluded that it fulfilled the required five-case criteria (Strategic, Economic, Management, Financial and Commercial). The scheme is forecast to return a low value for money, however this is a consequence of the highway disbenefits which accrue when appraising the impact of providing priority to cyclists and pedestrians at crossings and junctions where currently motor vehicles have absolute priority. Full Approval will enable the release of delivery funding via a legal delivery agreement.
- 2.3 This recommendation was endorsed by the Active Travel Programme Board on the 7<sup>th</sup> July 2022, and subsequently reported to the GM Active Travel Board via written procedures.
- 2.4 Phase 2 of the GM Bee Network Crossings scheme will deliver new and upgraded crossing facilities to overcome highway severance at 7 sites located throughout Bolton, Oldham, Stockport and Wigan. The new infrastructure will include 2 new fully signalised junctions, with provision for walkers and cyclists on all arms, a further 6 Toucan (pedestrian and cyclist) crossings, and a new modal filter to support the reallocation of road space. This Phase 2 package of works, developed in collaboration with Local Authority partners, will enable new sections of the Greater Manchester Cycling and Walking Bee Network to be realised, and areas of severance to be unlocked.
- 2.5 Full Approval of the funding required for this scheme would result in a total of 39 MCF work packages having secured full funding approval, with an associated total full approval commitment of £89,814,381 of MCF funding.

### 3. ACTIVE TRAVEL FUND TRANCHE 3 (ATF3) GOVERNANCE

3.0 On 25<sup>th</sup> March 2022, the Department of Transport (DfT) announced the regional allocations for the latest round (Tranche 3) of the Active Travel Capital grant, with £13.07 million awarded for Greater Manchester. This funding was added to the 2022/23 GMCA Capital Programme at the 27 May GMCA meeting.

3.1 GM's ATF3 programme comprises 6 schemes spread across 4 Local Authorities. The majority of these schemes have their origin in the Mayor's Challenge Fund programme, and formed part of an unfunded pipeline of schemes, which had previously secured programme entry. The table below shows the ATF3 schemes which have secured funding.

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
	<b>Total</b>	<b>13,065,439</b>

3.2 Due to their synergy with the Mayor's Challenge Fund (MCF), and the values associated, it is proposed to utilise the established MCF governance processes to provide scheme assurance and secure funding and delivery approvals – including the use of TfGM's Design Review Panel to establish adherence to design standards. Scheme approvals and funding sign-off will be secured through the Active Travel Board and the GMCA - in the established fashion, with monthly progress reported to the TfGM Programme Team.

### 4. RECOMMENDATIONS

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

**Eamonn Boylan**

**Chief Executive Officer, GMCA & TfGM**