

Greater Manchester Combined Authority

Date: Friday 30th September 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.

Purpose of Report

To seek approval of the delivery funding requirements for the named Wigan MBC Active Travel schemes, through the Mayor's Challenge Fund (MCF) Cycling and Walking programme; and to note the outcome of the GM Mini-Holland assessment and the recommended award of revenue funding for Wigan MBC to progress a feasibility study, as the preferred bidder.

Recommendations:

The GMCA is requested to:

1. Approve the release of up to £3.37 million of MCF delivery funding for the two Wigan MBC schemes set out in section 2 of this report, in order to secure full approval and enable scheme delivery through the signing of the necessary supporting legal agreements; and
2. Approve that Wigan MBC be awarded up to £0.08 million of revenue funding for the development of a Mini-Holland feasibility study, following a successful Expression of Interest submission to the Department for Transport, and a subsequent GM prioritisation exercise, as set out in section 3 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 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 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.

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 section 3 of this report.

Financial Consequences – Capital

Financial consequences are set out in section 2 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
- 29 July 2022 - Mayor's Challenge Fund Cycling and Walking Financial Approvals
- 12 August 2022 – GMTC: Active Travel Progress and Programme 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?

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 a revenue funding award to Wigan MBC for a Mini-Holland feasibility study, utilising funding awarded to GM by the Department for Transport. This recommendation follows an assessment of five GM-based Mini-Holland proposals, with the involvement of Active Travel England, to arrive at a preferred option for development.

2. MCF 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.
- 2.2 The two recommendations set out below were endorsed by the Active Travel Programme Board on the 8th September 2022, and subsequently reported to the GM Active Travel Board via written procedures.

Wigan Standish Mineral Line Extension

- 2.3 Having previously received MCF Programme Entry, the Wigan Standish Mineral Line Extension scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £1,055,924. The total scheme value is £1,105,924, with a £50,000 local contribution comprising the balance of the funding.
- 2.4 The 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 high value for money. Full Approval will enable the release of delivery funding via a legal delivery agreement.
- 2.5 The extension scheme will build on the existing 1.5km Standish Mineral Line to provide an additional 2.1km length of improved off and on road cycling and walking routes - providing a total network of 3.6km of high quality routes.
- 2.6 The extension improvements will address existing quality issues, provide new connections and quiet routes linking to new residential development and enable the installation of light segregation on the A49 Preston Road, and new crossing facilities for Old Pepper Lane. Additionally, this scheme will provide a key connection to the National Highways cycling network and walking links at Junction 27 of the M6 motorway.

Wigan Standish to Ashton, Section 3 (Canal & Links)

- 2.7 Having previously received MCF Programme Entry for the wider Standish to Ashton network package, Section 3 of Wigan's Standish to Ashton scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £2,313,702, which represents the full delivery cost.
- 2.8 The 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 medium value for money under the base future scenario, however this changes to 'high' using the 2040 Transport Strategy growth targets. Full Approval will enable the release of delivery funding via a legal delivery agreement.
- 2.9 Section 3 of the Standish-Wigan-Ashton network proposal is Section 3 comprises the Leeds and Liverpool Canal Towpath and adjacent links and includes the upgrading of approximately 8km of canal towpath. This will be supported by improvements to connecting links, enhancing access to and from the towpath, and providing a broader network of Active Travel routes to serve this area of Wigan. The scheme will enable important links with Shevington and Appley Bridge, as well as local amenities such as the DW Stadium, Robin Park, Martland Park, Gidlow Lane and Laithwaite Park.
- 2.10 The works proposed through the scheme include new toucan crossing facilities, footpath upgrades and the creation of signed active travel routes, whilst upgrading the towpath route to the Wigan district boundary at Appley Bridge, will enable a completed route through to Wigan town centre.
- 2.11 Full Approval of the funding required for this scheme would result in a total of 41 MCF work packages having secured full funding approval, with an associated total full approval commitment of £93,184,007 of MCF funding.

3. Greater Manchester Mini-Holland Feasibility Study

- 3.1 In June 2021, the Department for Transport (DfT) announced the opportunity to bid for 'mini-holland' style low traffic neighbourhood funding, with the potential for substantial future investment in neighbourhood-level improvements intended to deliver significant benefits for active travel, place-making, and access to public transport.
- 3.2 The first stage of this process required the submission of a Mini-Holland Expression of Interest (EoI), for which delegated authority for a GM submission was secured at

GMCA on 30th July 2021. Successful Eol submissions would receive DfT revenue funding for feasibility development.

- 3.3 Due to the level of interest, GM submitted five Mini-Holland Eols, on behalf of Wigan, Salford, Stockport, Bury and Rochdale. DfT responded to advise that the submitted Eols were considered suitable for feasibility funding, however GM were requested to select a single preferred option as the subject of the feasibility study.
- 3.4 In May 2022 the GMCA approved the inclusion of the Mini Hollands Feasibility Study grant of £78,947 in the 2022/23 GMCA Transport Revenue Budget.
- 3.5 To identify a preferred option to receive this funding, a short-listing approach was developed by TfGM and agreed with Transport Strategy Group on 7th April 2022. The assessment process was discussed with Active Travel England, and the assessment panel included GM Local Authority representation.
- 3.6 On the basis of the assessment undertaken, it is recommended to award the £78,947 revenue funding from the Department of Transport to Wigan MBC, for the West Wigan proposal. Subject to future funding, there is the potential to explore ways of progressing the remaining four submissions within GM, at a later date.

4. RECOMMENDATIONS

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

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM