

## Greater Manchester Combined Authority

Date: Friday 24<sup>th</sup> March 2023

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 the Greater Manchester Active Neighbourhoods, Manchester Northern Quarter Area 2 and Chorlton Area 2 schemes and to note and approve the addition of Active Travel England Capability Funding to the 2023/24 GMCA Transport Revenue budget, and to note GM's recent submission to the fourth round of the national Active Travel Fund.

### Recommendations:

GMCA is requested to:

1. Approve the release of up to £1.04 million of MCF development cost funding for the Greater Manchester Active Neighbourhoods scheme;
2. Approve the release of up to £3.43 million of MCF delivery funding for the Manchester Northern Quarter Area 2 scheme;
3. Approve the release of up to £1.0 million of additional MCF delivery funding for the Manchester Chorlton Phase 2 scheme;
4. Note the award to GM of £3.4 million of Active Travel England Capability Funding (second round) and approve the addition of the funding to the 2023/2024 GMCA Transport Revenue Budget, as set out in section 4 of this report; and
5. Note GM's submission of its Active Travel Fund Round 4 (ATF4) bid to Active Travel England.

## Contact Officers

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## Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	The Active Travel Fund programmes will deliver the Active Travel Bee Network, enhancing access by foot and cycle to services, local centres and opportunities.	
Health	G	The scheme proposed for delivery in full will provide the infrastructure required to support and enable active, healthy travel - supporting both physical and mental health improvements. The scheme proposed for delivery in full will provide the infrastructure required to support and enable active, healthy travel - supporting both physical and mental health improvements The scheme proposed for delivery in full will provide the infrastructure required to support and enable active, healthy travel - supporting both physical and mental health improvements The scheme proposed for full approval and subsequent delivery will provide high quality cycling and walking infrastructure in support of access to services, including healthcare.	
Resilience and Adaptation			
Housing			
Economy			
Mobility and Connectivity	G	The Active Travel capital programme will deliver the Active Travel Bee Network, enhancing access and connectivity by foot and cycle to services, local centres and opportunities. The Active Travel Capital programme will deliver the Active Travel Bee Network, enhancing access and connectivity by foot and cycle to services, local centres and opportunities.	
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

N/A

## 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 (last 12 months)**

- 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
- 30 September 2022 - Greater Manchester Active Travel Programme
- 28 October 2022 – Greater Manchester Active Travel Programme
- 25 November 2022 – Delivering the Bee Network, Active Travel Programme Update
- 16 December 2022 – Greater Manchester Active Travel Programme
- 27 January 2023 – Greater Manchester Active Travel Programme

**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

**GM Transport Committee**

N/A

**Overview and Scrutiny Committee**

N/A

# 1. Background

- 1.1 On 29 March 2018, GMCA agreed to allocate £160million 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 This fund is being used to deliver the first phase of the Bee Active Network, which is the walking, wheeling and cycling element of the wider Bee Network. 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 a £54 million allocation from the City Region Sustainable Transport Settlement, with future pipeline funding planned from the national Active Travel Fund (managed by the Department for Transport, supported by Active Travel England). Pipeline funding will enable the delivery of those schemes within the programme which have benefitted from previous development cost approvals and are in a progressed state.
- 1.6 In addition, and in accordance with Local Transport Note 1/20, Highway schemes are required to provide for active travel, including 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, these will also contribute to the delivery of the Bee Active Network.

- 1.7 This report recommends delivery funding approval for the Greater Manchester Active Neighbourhoods, Manchester Northern Quarter Area 2 and Chorlton Area 2 schemes - which are being progressed through the Mayor's Challenge Fund for Walking and Cycling, and for the addition of £3.4 million of Capability Funding to the 2023/24 GMCA Transport Revenue budget and to note the submission of GM's bid to the fourth round of the national Active Travel Fund (ATF4).

## **2. MCF DEVELOPMENT COST APPROVAL**

- 2.1 Throughout the MCF programme, TfGM has worked closely with scheme promoters to set up and progress the projects in line with the agreed governance and assurance arrangements.
- 2.2 Following Programme Entry, scheme promoters can proceed with the development of their schemes, including progressing the necessary powers and consents, prior to obtaining full delivery approval. Development cost funding enables scheme promoters to progress to delivery, and includes design, consultation and community engagement, including the use of trials.
- 2.3 Development cost funding is sought for the Greater Manchester Active Neighbourhoods programme, which secured Programme Entry to the Mayor's Cycling and Walking Challenge Fund (MCF) on 28 June 2019. The Active Neighbourhood programme has an initial prioritised budget of £2.8 million.
- 2.4 The development cost funding ask is for £1,035,323 of MCF funding, and will result in the design, implementation and management of 6-month trials for three Active Neighbourhoods that have been developed through the programme. These are Milkstone and Deepdish in Rochdale, Golborne in Wigan and Parsonage Road in Manchester. Trial measures include a number of modal filter points to prioritise movement by walking, wheeling and cycling; sections of one-way operation; parking restrictions; public realm improvements and the associated traffic regulation orders. This approach to Active Neighbourhood trial implementation aligns with Greater Manchester's recent funding bid submission to the fourth round of the national Active Travel fund.

2.5 A previous development cost approval for the programme of £1,094,506 was secured in May 2020, and has been used to commission and complete a period of consultant support for active neighbourhood development across all 10 GM Local Authorities.

### **3. MCF FULL SCHEME APPROVAL**

3.1 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.

3.2 The recommendations set out below were endorsed by the Active Travel Programme Board on the 2<sup>nd</sup> March 2023, for subsequent funding approval by GMCA.

#### **Manchester Northern Quarter Area 2**

3.3 Having previously received MCF Programme Entry, the Manchester Northern Quarter Area 2 scheme is now recommended by the Active Travel Programme Board for Full Approval and subsequent delivery, requiring a total MCF contribution of £3,429,094, which represents the full scheme cost. This recommendation follows the full delivery funding approval of Northern Quarter Areas 1 and 3 by the GMCA in September 2021. Area 4 is currently being developed utilising MCF funding.

3.4 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). The scheme is forecast to return 'medium' value for money.

3.5 Manchester's Northern Quarter Area 2 scheme will introduce the closure of Stevenson Square to private vehicular traffic, in three of the four 'quadrants' that it comprises of. The scheme will enable a public realm transformation where pedestrians have priority. A segregated cycle route will be installed from Hilton Street/ Port Street and connect to Hilton Street/Tib Street. This will include new crossing facilities for cyclists on Lever Street, Little Lever Street, and Oldham Street, including the introduction of an advance release signal for cyclists.

#### **Manchester Chorlton Phase 2**

3.6 Manchester's Chorlton Phase 2 scheme originally received MCF delivery funding approval at the GMCA in October 2020, with an allocation of £2,209,070, having received full business case endorsement. The scheme is currently in the delivery



phase, and construction challenges have resulted in an extended programme, with a resultant cost increase of c£1million to enable on-site completion of the works.

- 3.7 It is proposed to fund the c£1 million additional cost through MCC's MCF budget allocation; and the revised Chorlton Phase 2 costs form part of MCC's re-prioritised MCF programme, as agreed at Active Travel Programme Board. The revised MCF total funding ask for Chorlton Phase 2 is therefore £3,209,070. In light of the cost increase, the economic case for the scheme has been revisited, and is still forecast to return a high value for money.
- 3.8 Full Approval of the funding required for these two schemes would result in a total of 47 MCF work packages having secured full funding approval, with an associated total full approval commitment of £112,460,632 of MCF funding.

#### **4. GREATER MANCHESTER CAPABILITY FUND 2022/23**

- 4.1 In Autumn 2022, TfGM, on behalf of GMCA, submitted a bid for a programme of work from the national £32.9m Active Travel Capability Fund 2022/23 for England. The bid reflected discussions with the Mayor, local authority partners and the Active Travel Transport Commissioner. The fund is intended to support the development of future infrastructure projects, and to promote increased levels of physical activity through walking and cycling interventions for everyday journeys. Active Travel England (ATE) had indicated that Greater Manchester bid on the basis of a regional indicative allocation of circa £3.1m.
- 4.2 Further to the submission of GM's bid by TfGM, on 2<sup>nd</sup> January 2023 Active Travel England (ATE) awarded Greater Manchester revenue grant funding of £3,395,312, which requires delivery commitment within the 2023-24 financial year. ATE's funding award represented a 10% increase on the initial indicative allocation.
- 4.3 £1.66million of this revenue funding will enable the continued development of GM's walking, wheeling, and cycling infrastructure scheme pipeline. The detail of the distribution of this funding across GM is shown in the table below.

<b><u>Authority</u></b>	<b><u>Scheme Name/s</u></b>	<b>£000's</b>
		<b>228</b>
Bolton	Bolton Town Centre West/Farnworth Town Centre East-West Links	
Bury	Bury Town Centre	<b>100</b>
Manchester	City Centre Movement Strategy/Whitworth Street/Wythenshawe Active Travel	<b>200</b>
Oldham	Bee Network Connectivity/Audit Development	<b>175</b>
Rochdale	Hollin Lane / Middleton Road	<b>100</b>
Salford	Islington Active Neighbourhood	<b>206</b>
Stockport	High Lane to Stepping Hill/Accessibility Improvements/Heaton Chapel Active Neighbourhood	<b>160</b>
Tameside	Dowson Road, Hyde/Hurst Brook Active Neighbourhood	<b>70</b>
Wigan	Saddle Junction Links/ Ashton Town Centre Study/ West of Leigh Additional Routes	<b>300</b>
GM-Wide	Cycle Hire Expansion	<b>120</b>
<b>Total</b>		<b>1,659</b>

4.4 In addition, a further £1.74million of GM's Capability revenue funding is to be used to deliver centrally coordinated activities associated with the promotion, analysis, management and enablement of active travel across Greater Manchester. Managed and led by TfGM, these initiatives are grouped as shown in the table below.

<b><u>Initiative</u></b>	<b>£000's</b>
Grants for Workplaces, Schools, Communities	<b>535</b>
Awareness, Engagement and Participation Campaigns	<b>310</b>
Monitoring and Evaluation (Data and Evidence Collection)	<b>275</b>
Cycle /Loan / Share / Training	<b>255</b>
Network Audit / Wayfinding	<b>151</b>
Programme Management	<b>110</b>
Cycling, Wheeling, and Walking to School Programme	<b>100</b>
<b>Total</b>	<b>1,736</b>

## 5. ACTIVE TRAVEL FUND 4

- 5.1 Greater Manchester's bid to the fourth round of funding for the Active Travel Fund (ATF4) was submitted on Friday 24<sup>th</sup> February 2023, in accordance with the national deadline.
- 5.2 ATF(4) outcome is expected to be confirmed before the end of March 2023. The proposed schemes within the GM bid are enclosed in the table below and delivery commitment is required by the end of the 2023-24 financial year.

Delivery Authority	Infrastructure Scheme	Capital Value £m
Rochdale	Milkstone and Deeplish Active Neighbourhood	1.36
Wigan	Golborne Active Neighbourhood	1.29
Salford	Chapel St East	1.8
Bury	Parkhills Rd/Heywood St Junctions	0.6
Manchester	Parsonage Safer Streets	1.5
Bury	Radcliffe Metrolink Active Access Package	1.25
Stockport	Stockport East - Romiley to Stockport	3.4
Manchester	Manchester Cycleway: Yellow Brick Road	1.5
Manchester	Manchester Cycleway: Cyclops	0.9
Various	Bee Network Crossings Phase 3	5.25
Various	Pedestrian facilities at signal junctions programme	1.75

Salford	City Centre Bee Network – Islington Filtered Neighbourhood	1.44
GM	SMU Helix	3.6
Stockport	Ladybrook Valley Phase 2	2.3
GM	Parking Grant regime (integrated with public transport)	0.5
Stockport	Heatons Link Phase 2	2.7
GM	Parking Grant regime (schools, NHS)	0.85
Salford	Ordsall Chord Riverside Connection	0.228

## **6. RECOMMENDATIONS**

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

**Eamonn Boylan**

**Chief Executive Officer, GMCA & TfGM**