

**GREATER MANCHESTER TRANSPORT COMMITTEE**

Date: 17 January 2020

Subject: Streets for All and Made to Move Progress Update

Report of: TfGM Strategy Director and Programme Director (Cycling and Walking)

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**PURPOSE OF REPORT**

This report provides an update on Greater Manchester's "Streets for All" approach; and progress in delivering the Cycling and Walking Commissioner's "Made to Move" report recommendations.

**RECOMMENDATIONS:**

The GMTC is requested to:

Note and comment on the updates provided on: Greater Manchester's Streets for All approach; the Cycling and Walking Commissioner's Made to Move recommendations, including GM Bike Hire, and the Open Streets initiative.

**CONTACT OFFICERS:**

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**Equalities Implications:**

All interventions referred to in this report will require a detailed equalities impact assessment, but in general terms, measures that improve cycling, walking and public transport will be more inclusive, particularly for those groups who do not have access to a private car.

**Climate Change Impact Assessment and Mitigation Measures –**

1. It is expected that you will have already embedded measures into this proposal to reduce the carbon emissions resulting from the activities/recommendations proposed. What further actions could be taken to minimize emissions (e.g. towards carbon neutral) from this proposition? N/A
2. What is your justification for NOT undertaking the additional actions listed above? N/A

**Risk Management:** N/A

**Legal Considerations:** N/A

**Financial Consequences – Revenue:** N/A

**Financial Consequences – Capital:** N/A

Number of attachments to the report: none

**Comments/recommendations from Overview & Scrutiny Committee**

N/A

**BACKGROUND PAPERS:**

“Made to Move” GM Cycling and Walking Commissioner’s Report

Greater Manchester Transport Strategy 2040: Draft Delivery Plan (2020-2025) (2019)

Greater Manchester Transport Strategy 2040 (2017)

TRACKING/PROCESS	
Does this report relate to a major strategic decision, as set out in the GMCA Constitution	No
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.
GMTC	Overview & Scrutiny Committee
	N/A

## **1 INTRODUCTION**

- 1.1 This report provides updates on: Greater Manchester's Streets for All approach and progress towards delivering the Cycling and Walking Commissioner's Made to Move recommendations (including GM Bike Hire and the Open Streets initiative).
- 1.2 These areas of work all support Greater Manchester's wider strategic ambitions and delivery priorities, as set out in the Greater Manchester Strategy<sup>1</sup> and the Greater Manchester Transport Strategy 2040<sup>2</sup>.
- 1.3 The Greater Manchester Transport Strategy 2040 set out a vision for 50% of all journeys in Greater Manchester to be made by walking, cycling and public transport by 2040 (with the remaining 50% continuing to be made by cars or other private vehicles). This will mean enabling at least one million additional sustainable journeys every day across GM's transport network. Achievement of this vision will not happen without significant investment in a range of sustainable transport interventions, with a particular focus on enabling more short trips to be made by cycling and walking, and encouraging greater use of buses and other forms of public transport for trips to key destinations.
- 1.4 The work outlined below is being delivered in a highly collaborative way by GM partners and will continue to require active involvement from elected Members, district planning and transport officers, TfGM and a range of other partners.
- 1.5 This report will be supplemented by a short presentation by key officers at the GMCA meeting and Chris Boardman, Greater Manchester Cycling and Walking Commissioner will also be in attendance.

## **2 GREATER MANCHESTER'S "STREETS FOR ALL" APPROACH**

- 2.1 As Members will be aware, the significant economic regeneration and growth in population of Greater Manchester over the past 20 years has brought new challenges in managing a fast growth for demand in travel, particularly through key commuter corridors, across the conurbation. Greater Manchester has been successful in managing a proportion of this growth through investment in improved public transport options wherever possible, but many corridors have seen traffic growth over that period. In parallel, the city region has also seen a growth in communities living in and around our urban centres and the Regional Centre over the same period. This has brought a new

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<sup>1</sup> [https://www.greatermanchester-ca.gov.uk/media/1084/greater\\_manchester\\_summary\\_\\_\\_full\\_version.pdf](https://www.greatermanchester-ca.gov.uk/media/1084/greater_manchester_summary___full_version.pdf)

<sup>2</sup> [https://downloads.contentful.com/nv7y93idf4jq/7FiejTsJ68eaa8wQw8MiWw/bc4f3a45f6685148eba2acb618c2424f/03.\\_GM\\_2040\\_TS\\_Full.pdf](https://downloads.contentful.com/nv7y93idf4jq/7FiejTsJ68eaa8wQw8MiWw/bc4f3a45f6685148eba2acb618c2424f/03._GM_2040_TS_Full.pdf)

challenge in how we plan our neighbourhoods and our road network in a fully complementary way.

2.2 Over the past year, TfGM and lead transport officers from the ten Greater Manchester authorities have been working to develop a new 'Streets for All' framework for taking decisions across Greater Manchester's streets that helps to balance the complex demands of everyone who uses and lives or works alongside them. In doing so, officers have been working to develop an approach that supports the economic vitality of Greater Manchester, and the role of road travel in achieving this, whilst also making sure that we consider and address:

- poor air quality and high carbon emissions from road transport;
- congested roads as use of private vehicles has increased;
- low levels of physical activity as people make fewer journeys on foot or by bike;
- too many road traffic injuries and deaths;
- communities divided by major roads;
- declining use of buses;
- fewer children playing in our streets; and
- increased isolation, particularly for older or mobility impaired people, and those without access to a car.

2.3 Streets for All allows all of these issues to be addressed through a single, coherent approach. The Streets for All approach is about nurturing the distinct character of each street in Greater Manchester - based on a good understanding of what both local communities and people travelling want from those streets – and reaching consensus about how we can make them less polluted, safer and more welcoming for all.

**Figure 1: The wide-ranging agendas that will be addressed through "Streets for All"**



- 2.4 This means Greater Manchester can take more integrated decisions in the planning of places and different forms of transport; and local authorities can engage more effectively with communities and stakeholders about how their streets can be improved, based on a clear, shared vision of a street's purpose.
- 2.5 The approach is being developed in Greater Manchester via three main workstreams:
- Preparation of a "Streets for All Strategy" document;
  - Three pilot Streets for All corridor studies – carried out in partnership by TfGM and relevant District Councils, on behalf of the GMCA – which have enabled the emerging approach to be tested on different streets across Greater Manchester; and
  - A "Streets for All Design Guide" to set out clear design standards for Greater Manchester's streets.
- 2.6 Further detail on each workstream is provided below.

## **STREETS FOR ALL STRATEGY**

- 2.7 When adopted, the Streets for All Strategy will be part of a suite of sub-strategies to the long-term Greater Manchester Transport Strategy 2040 (published in 2017).
- 2.8 The Streets for All Strategy document will set out how we plan to meet the objective to achieve 50% of journeys by walking, cycling and public transport by 2040. This is not about removing all cars from our roads but enabling people to make easy changes to their daily journeys - particularly switching short car journeys to walking or cycling, or making more trips into our major centres by public transport.
- 2.9 There is not a 'one size fits all' solution to improving Greater Manchester's streets, because they all play different roles; so a tailored approach, developed through careful engagement with local communities and businesses will be needed.
- 2.10 We have developed a draft vision for Streets for All: ***'Our streets will be welcoming and safe spaces for all people, enabling more travel on foot, bike and public transport while still supporting those journeys that need to be done in private vehicles.'***
- 2.11 The Streets for All Strategy will be underpinned by the seven network principles set out in the Greater Manchester Transport Strategy 2040 - which we apply consistently as we improve Greater Manchester's transport system to ensure that it meets the needs of all people who use our streets:

**Figure 2: GM Transport Strategy 2040 Network Principles**



- 2.12 The Streets for All Strategy will also set out what desired future walking, cycling, bus, freight, and general traffic networks will look like; how we can maintain our streets more effectively; how we harness new innovations to better manage our streets; and how we can make our streets more welcoming and healthy places to spend time in.
- 2.13 The Streets for All Strategy will be published – subject to a successful engagement process with Districts and other key stakeholders – in summer 2020.

### **STREETS FOR ALL CORRIDOR STUDIES**

- 2.14 Officers from all ten District Councils have been working alongside TfGM to test the Streets for All approach on three separate sets of highway corridor studies over the past year:

#### **Corridor Study 1 - Potential orbital highway improvements:**

- A577/A58 Orrell – Wigan – Bolton – Bury – Rochdale;
- A627 / A671 Rochdale – Oldham – Ashton;

#### **Corridor Study 2 - Potential radial highway improvements:**

- A56 Altrincham – Ramsbottom;
- A57 Manchester – Hyde – Mottram; and
- A6 Salford – Manchester – Stockport – High Lane.

### **Corridor Study 3 - Potential city centre highway improvements:**

- Deansgate and Whitworth Street.

- 2.15 Each set of corridor studies has a team of consultants and TfGM and District officers assigned to it. With the support and input of elected members – including at a series of workshops – these teams have worked to understand issues and opportunities on the corridors; define objectives and outcomes for them; and suggest options to significantly improve how streets work for all people in that area.
- 2.16 The studies have also generated a comprehensive and wide-ranging number of street improvement ideas. Initial scheme ideas are being further developed by district highway authorities and TfGM through work on schemes for Future High Street submissions, Pinch Point Fund bids and Bee Network projects. This long-list of scheme ideas and proposals will enable GM to develop a comprehensive pipeline of schemes to take advantage of future funding opportunities.

### **STREETS FOR ALL DESIGN GUIDE**

- 2.17 Work is underway to develop a Streets for All design guide to enable a holistic approach to designing streets to better meet the needs of people who use them.
- 2.18 The design guide will assist TfGM and local highways authorities to deliver schemes that respond to transport-related issues across Greater Manchester (GM), including public health, climate change, air-quality, congestion, road safety, and population growth, as well as meeting the seven objectives of the Streets for All strategy.
- 2.19 It is expected that the design guide will be adopted by TfGM and 10 GM Districts, supporting a consistent quality standard for highways provision across all streets and street types across GM, that actively encourages and enables sustainable, active travel. This will support TfGM and the GMCA decision making and scheme approval processes, as well as providing a dependable and standard level of service for all people who use our streets.

## **3 MADE TO MOVE UPDATE**

- 3.1 Walking and cycling has had increased prominence and momentum since the Mayor's appointment of Chris Boardman as the cycling and walking Commissioner. This section sets out the progress made in responding to the Commissioner's recommendations for transforming walking and cycling for transport in GM, as set out in his *Made to Move* report in December 2017

- 3.2 *Made to Move* contained '15 steps' to achieve the stated goal: To double and then double again cycling in Greater Manchester and make walking the natural choice for as many short trips as possible.
- 3.3 Within the delivery programme and for the purposes of this report the '15 steps' are split into four key areas of activity and focus: delivering the Bee Network (step 1, 2, 3, 5, 6, 11), road danger reduction (step 7, 9, 10), improving access to bikes (step 13) and community engagement and activation (step 4, 8, 12, 14, 15).

### **DELIVERING THE BEE NETWORK (Made to Move Steps 1, 2, 3, 5, 6, 11)**

- 3.4 The first step in creating a network required the development of a cohesive plan for the whole of Greater Manchester. Work was already underway on the DfT's Local Cycling and Walking Infrastructure Plan (LCWIP) and this work was enhanced by a series of district-organised network planning sessions looking at neighbourhood routes, led by the people who know their local roads the best. The first draft plan published June 2018 was put out to a public consultation and before further refinement and was re-published in June 2019.
- 3.5 The Bee Network, once complete, will cover circa 1,800 miles and be the longest, integrated, planned network in the country and connecting every neighbourhood of Greater Manchester. The estimated capital investment required to deliver the walking and cycling elements of the network is £1.5 billion.
- 3.6 The network is made up of three core components:
- 435 miles of main road corridors and town centre streets with protected links, junctions and public realm improvements. Many of these roads are part of the Streets for All corridor studies and will need to deliver multi-modal solutions including part of the bus priority routes.
  - 2,400 crossings of busy roads or other points of severance connecting quieter streets enabling 1,397 miles of the Network.
  - 17 "active neighbourhoods" where people travelling on foot and by bike can pass freely through but people driving must go around except for access for residents and visitors.
- 3.7 On 29 March 2018, GMCA agreed to allocate £160 million of Greater Manchester's £243 million Transforming Cities Fund to develop a Mayor's Cycling and Walking Challenge Fund (MCF). The fund is being used to deliver the first phase of the Bee Network, which is the walking and cycling element of Our Network – an integrated plan to transform Greater Manchester's transport system.



- 3.8 All GM districts are engaged in the walking and cycling programme and there is clear ambition to increase the levels of active travel. The clearest statement of intent has been the development of a £500 million pipeline of 82 high-quality infrastructure schemes to deliver the Bee Network. £160 million has been set aside to date for the Mayor's Cycling and Walking Challenge Fund, which is a 4-year delivery programme to March 2022. This is supported by additional local funding, which accounts for around 25% of the forecast cost, however there is currently insufficient funding in place to deliver the pipeline, and crucially the Bee Network which it will enable.
- 3.9 To date, one scheme has been fully delivered – the Wigan Bridgewater Canal improvement scheme, with a further 2 schemes currently on site within Manchester. In addition, a further 3 schemes have now been granted full approval for a start on site in early 2020.
- 3.10 There has also been significant work undertaken to ensure that Greater Manchester has the right skills and toolkits in place to deliver the network; including delivery of a comprehensive design and delivery training programme, which has been well attended by officers, with a collective 5,500 hours of training delivered in 2019; and an improved approach to appraisal which better captures the full economic and health benefits of increasing levels of walking and cycling.

**Figure 3: Number of People Killed or Seriously Injured on GM Roads Annually<sup>3</sup>**

- 3.11 Greater Manchester's progress at reducing the numbers of people killed and seriously injured on roads has stalled (see table). The annual average number of Greater

Manchester fatal road casualties is 52; this equates to the annual number of homicides, but road casualties rarely get the same attention [2014-2017 data]. 650 more people are seriously injured, with 70% of those walking, cycling and motorbiking, despite those modes making up just one third of trips.

- 3.12 A range of factors are understood to have contributed to this position, including a reduction of available funds for the policing of road safety and capital funds for road safety initiatives.
- 3.13 Chris Boardman joined other active travel Commissioners to call for increased funding for roads policing. They recommended that funding could be found if revenue from fixed penalty notices from road offences were kept locally and reinvested in road safety activity in local communities. This was the case in the early 2000s, when KSI number reduced by 50% from 2004 to 2010. This strategy is already being utilised in Scotland where 19 local authorities are reinvesting the income in enforcement activities, public transport, car clubs and public parks.
- 3.14 Construction vehicles in dense urban areas also pose a particular risk, as was seen in London in 2013 when 6 people on bikes were killed in just 2 weeks involving collisions with HGVs. These incidents led in part to the development of Construction Logistics and Community Safety (CLOCS), which works with industry to bring the same level of rigour to health and safety found on construction sites to the public highway when travelling to and from the site. Greater Manchester has become the first city-region outside of London to invest in CLOCS.

### **ACCESS TO BIKES (Made to Move Step 13)**

- 3.15 **GM bike hire** is an important element of the “Our Network” vision and Made to Move. It will provide an affordable and accessible transport option for short trips and first and last mile journeys from public transport hubs, shrinking the size of our town and city centres for residents and visitors.
- 3.16 The project is progressing and will next go out to the market early this year to seek an experienced partner to help design, build, operate and maintain the first phase of the scheme. There will be a multi-phased approach to roll-out which reflects lessons learned from schemes in London, Cardiff, Edinburgh, Glasgow and the West Midlands. Phase 1 is based on the Regional Centre and will be about developing the right model for a GM wide approach.
- 3.17 The scheme will be a docked system to increase security and reliability as this learns the lessons from how the ‘dockless’ Mobike scheme performed in GM, as well as lessons from other UK cities.

### Cycle Access to Employment

- 3.18 A lack of suitable or affordable transport is a key barrier to entering work, this is because 77% of jobseekers in British cities outside London do not have regular access to a car, this proportion rises to 87% in young adults<sup>4</sup>. Only a small proportion of unemployed or low-income earners had access to a bike.
- 3.19 To address this TfGM, in partnership with GMCA, is providing access to bikes to job seekers and apprentices to enable them to accept jobs that would have been inaccessible. Over the course of the intervention, around 300 job-seekers a year received a free refurbished bike and accessories. 150 people also received cycle training. 59% of people who received a bike during the scheme started to cycle when previously they were not.
- 3.20 Over 600 frontline job-centre staff also received travel training to act as Champions and over 14,000 job-seekers received journey planning advice within job-centres.
- 3.21 In a follow-up report, 90% of job-seekers taking part in the scheme said the bike enabled them to get to work and 80% said that they now had an increased knowledge of how to travel to where the jobs are. TfGM has committed to continue to provide around 350 bikes to job-seekers and apprentices each year on the basis of the success of this scheme.

### COMMUNITY ENGAGEMENT & ACTIVATION (Made to Move steps 4, 8, 12, 14, 15)

- 3.22 TfGM has also established a **community micro grant scheme**, offering up to £2,000 to engage local people in projects focusing on sustainable travel and the benefits to health and wellbeing. Ten of the current community projects focus on providing access to bikes, cycle training, better provision of cycle information, and promoting the social, health and environmental benefits of cycling.
- 3.23 A collaboration is also underway with a number of Tameside GPs to launch the **Active Practice Programme** to support time-poor GPs who would like to help patients and staff increase their physical activity levels. The programme is funded by Greater Manchester's Local Delivery Pilot and will involve a collaborative partnership between TfGM, Tameside Public Health and a number of local grassroots organisations. Interventions include free bike hire on prescription, with a supporting programme of cycle training.
- 3.24 Finally, **Open Streets** is a key part of the Made to Move programme (Step 4 and 15). Essentially, it closes or reduces access to motorised traffic depending on the outcome

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<sup>4</sup> Institute of Transport Studies (2013) *Buses and the Economy II: Survey of bus use amongst the unemployed*.

desired for a specific period which may be a one off or a regular occurrence, enabling streets to be reclaimed by local communities as safe places for people to spend time and for children to play outside in. Open Streets can be used as a tool to help trial temporary street improvements on the Bee Network, including crossings and as part of the development of Active Neighbourhoods and for Streets for All consultations.

3.25 TfGM is working in partnership with Districts, communities and other partners to deliver three elements of Open Streets:

1. Town and city closures for bigger events such as Clean Air Day or World Car Free Day and street parties for local/national events, **led and managed by Districts with support from TfGM if required.**
2. **Local play street events** - quiet, residential side streets temporarily closed to through traffic for several hours on a regular basis, **led and managed by residents or schools with District support.**
3. **Supported local play street events** - quiet, residential side streets temporarily closed to through traffic for several hours, **led and managed by housing groups and neighbourhood officers.**

## 4 CONCLUSION

4.1 Greater Manchester is making good progress in developing its “Streets for All” approach, which will enable streets to be designed and managed in a more holistic and people-focused way. There are three main workstreams underway to develop: a strategy document, a design guide and a pipeline of potential schemes for delivery on a number of corridors across GM. Excellent progress is also being made on responding to the recommendations in the Cycling and Walking Commissioner’s “Made to Move” report. However, these are highly ambitious programmes that will require significant additional dedicated resourcing (both capital and revenue), and powers to enable delivery at the pace and scale required.

4.2 The delivery of a comprehensive Streets for All programme (including the delivery of the Bee Network and significant improvements to bus infrastructure and services) will be critical to delivering GM’s vision for 50% of all journeys to be made by sustainable modes of transport. It will require significant ongoing political leadership and a highly collaborative approach (at both a local and national level) to develop and implement the interventions highlighted in this report.

- 4.3 TfGM and its district partners will continue to report progress to GMTC on this ambitious programme and will engage further with Members and other stakeholders in advance of finalising the Streets for All Strategy in Summer 2020.