

Date: 6 April 2020

Subject: The Mayor's Cycling and Walking Challenge Fund

Report of: Steve Warrener, Director of Finance & Corporate Services, TfGM

PURPOSE OF REPORT

To note and approve the outcome of the recent prioritisation exercise for the Mayor's Cycling and Walking Challenge Fund (MCF), approve the 2020/21 MCF programme management budget and note the efficiencies with regards to the governance processes for MCF.

RECOMMENDATIONS:

The Chief Executive Officer, GMCA & TfGM, and the GMCA Treasurer are requested to:

1. To note the progress made in developing a set of MCF delivery priorities across GM and to approve the budget parameters set out in section 3 as the basis for scheme progression; and
2. approve the release of up to £1.5 million funding to fund programme management and associated costs in 2020/21; and authorise the GMCA Treasurer to make the necessary capital-revenue 'switch' as set out in section 4 of this report; and
3. approve £0.1 million for the GM Visually Impaired Design Commission, and authorise the GMCA Treasurer to make the necessary capital-revenue 'switch', including the balance of the GM side road zebra research commission, as set out in section 4 of this report; and
4. note the work undertaken to learn the lessons of the MCF assurance and governance process to date and the efficiencies being implemented to enhance the rate of scheme delivery.

CONTACT OFFICERS:

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Equalities Implications:

The Bee Network and the infrastructure which will enable it, will be fully inclusive in its design and development, with the proactive involvement of organisations such as the Disability Design Reference Group (DDRG).

The specific proposal set out in paragraph 4.2 of this report is intended to directly support and benefit visually impaired users of the Bee Network by addressing previously raised concerns.

Climate Change Impact Assessment and Mitigation Measures:

The recommendations set out in this report are 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.

Risk Management:

The recommendations of this report are designed to support MCF scheme delivery and agree a coordinated GM approach to 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:

None directly arising from the recommendations contained within this report.

Financial Consequences – Revenue:

Revenue consequences are set out in paragraph 4.3

Financial Consequences – Capital:

Financial consequences are set out in paragraphs 3.6 - 3.9 and 4.1 – 4.3.

Number of attachments to the report:

No attachments.

BACKGROUND PAPERS:

- 29 March 2018 – Transforming Cities Fund report to GMCA
- 25 May 2018 – Cycling & Walking Update
- 29 June 2018 – Transforming Cities Fund report to GMCA
- 27 July 2018 – Transforming Cities Fund report to GMCA
- 28 September 2018 – Mayor’s Cycling & Walking Challenge Fund
- 29 March 2019 – Mayor’s Cycling & Walking Challenge Fund
- 28 June 2019 – Mayor’s Cycling & Walking Challenge Fund
- 29 November 2019 - Mayor’s Cycling & Walking Challenge Fund

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 exemption
GM Transport Committee	Overview & Scrutiny Committee	
[Date considered at GM Transport Cttee if appropriate]	[Date considered by the relevant Overview & Scrutiny Committee]	

1. INTRODUCTION/BACKGROUND

- 1.1 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).
- 1.2 The fund is being used to deliver the first phase of the Bee Network, which is the walking and cycling element of the Our Network plan to transform Greater Manchester's transport system. The Bee 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 This paper recommends the approval of a prioritised first phase of Bee Network delivery, utilising the funding currently available, recognising the over-programmed nature of the Mayor's Cycling and Walking Challenge Fund following Programme Entry approval for six tranches of scheme submissions. This prioritisation has been developed in collaboration with the 10 GM Local Authorities, and in parallel with the launch and promotion of the *Change a Region to Change a Nation* Cycling and Walking Investment Plan which highlights the need to secure additional funding to deliver the full network.
- 1.4 This paper also provides information on the MCF governance improvements and efficiencies that TfGM is implementing to improve delivery, and the programme management budget requirement for 2020/21.

2 MCF Tranche Summary (Tranches 1 – 6)

- 2.1 On 27 July, 28 September, 14 December 2018 and 29 March, 28 June, 29 November 2019 CA 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 and the GM Bike Hire scheme - which is considered to be commercially sensitive.
- 2.2 Over the last 2 years, TfGM has been working closely with scheme promoters to set up the projects in line with the agreed governance arrangements, and continues to utilise TfGM's established Cycling & Walking Infrastructure Support Team to provide collaborative support to Local Authority partners.
- 2.3 A programme of specialist training courses have been provided during 2019/20 enabling officers and members from Local Authorities and TfGM to increase their skill levels in the areas needed to deliver high quality cycling and walking infrastructure. TfGM has also

made available specialist resources to support Local Authority partners, such as Quantity Surveyors, schedulers and risk support.

- 2.4 Of the 82 schemes previously approved for Programme Entry by GMCA, 19 are classed as “Major” (having a MCF cost of over £5 million). The remainder are classed as “Minor” (having a MCF cost under £5 million).
- 2.5 Having undergone six tranches of MCF scheme submissions – the dates for which were announced at the onset of the programme, there are currently no planned dates for future tranches. It is envisaged that these will be progressed once the necessary additional funding for the current pipeline has been identified.

3 MCF Prioritisation

- 3.1 With the approval of MCF Tranche 5 at the 28 June 2019 GMCA meeting, the decision was taken to over-programme the fund by securing ‘Programme Entry’ for schemes, which when combined with Tranches 1-4, had an overall financial ask in excess of the available £160m Transforming Cities funding.
- 3.2 This approach created a cycling and walking infrastructure pipeline, which has since been extended through confirmation of Tranche 6 schemes at the November 2019 GMCA meeting. This pipeline is necessary to deliver the Bee Network and is integral to the *Change a Region to Change a Nation* investment plan that was announced by the Mayor of Greater Manchester and the Cycling and Walking Commissioner on 28 January 2020. This represents a 10-year delivery plan, for which we are now at the end of year 2. Creation of the pipeline demonstrates Greater Manchester’s readiness to deliver and provides the narrative for additional funding.
- 3.3 Having created the pipeline TfGM and District partners have worked together closely to identify and agree the scheme delivery priorities which it is proposed will make up the first phase of implementing the Bee Network, utilising the available £160 million MCF funding.
- 3.4 Informed by local priorities, this prioritisation exercise has followed the approach set out in previous CA papers, with a strong focus on deliverability in the short-medium term. Scheme promoters have also sought to prioritise schemes based on the strength of their strategic fit to the Bee Network. As referenced in the November MCF CA paper, adherence to the required MCF design standards remains critical in ensuring a common approach.
- 3.5 The timeframe for creating the Bee Network extends beyond the currently available funding stream. In producing *Change a Region to Change a Nation* it is made clear that the GM family is committed to delivering all schemes required to deliver the Bee Network.
- 3.6 In summary, this prioritisation exercise represents a GM-wide joined up approach to identifying the first phase of Bee Network delivery, across the first 4 years of a 10-year plan.

- 3.7 A series of meetings and discussions with Local Authority Partners since late 2019 have resulted in the following table which sets out a Phase 1 scheme design and delivery value by Local Authority, for the Mayor’s Cycling and Walking Challenge Fund.

District Authority/Scheme Promoter	Phase 1 MCF (£million)
Bolton MBC	7.6
Bury MBC	13.2
Manchester CC	37.2
Oldham MBC	12.6
Pan-Greater Manchester schemes	28.1*
Rochdale MBC	11.9
Salford CC	28.3
Stockport MBC	27.5
Tameside MBC	10.3
Trafford MBC	20.0
Wigan MBC	19.8
Total	216.5

*Includes a provisional sum for GM Bike Hire

- 3.8 The figures in the table above are inclusive of whole-life scheme costs, including engagement, design and delivery and will enable the pipeline to be developed to a state of readiness that greatly strengthens the case for further funding to enable the next delivery phase of the Bee Network. Appendix 1 shows the MCF schemes which contribute to the values shown in the table above. A delivery schedule for this phase will be brought to a future CA meeting.
- 3.9 Agreement of the MCF values shown in the table above would effectively create a ceiling value for MCF claims and delivery agreements, until such time that further funding was secured or savings identified.
- 3.10 Discussions at the Mayor’s Cycling and Walking Board on 13 January 2020 agreed that the MCF prioritisation exercise would seek to identify schemes with a revised value in excess of the £160m Transforming Cities funding. This is in order to build in resilience in the event that some schemes do not progress as planned, and it will also be of benefit in the event that additional funding is identified in the short-term, by means of having developed schemes available.

4 2020/21 Programme Budget

- 4.1 In 2020/21 TfGM will continue to undertake the MCF programme management role and the activities associated with delivery of the overall programme, including the provision of a central support team. As a result (and as previously reported to the GMCA in March 2019), annual funding of £1.5 million is required in 2020/21 to cover the following activities:
- Programme and project development support and advice to scheme promoters;
 - Core programme management, reporting and associated activities;
 - MCF Programme monitoring and evaluation activities; and
 - Communications and engagement activity to support scheme promoters.
- 4.2 In addition, it is recognised that challenges remain in devising cycling infrastructure solutions that visually impaired users feel confident using, particularly cycle bypass lanes at bus-stops. It is therefore proposed to commission the development of a technical design solution, for trial and evaluation, which aids visually impaired users and provides confidence in using facilities that are implemented as part of the Bee Network. Following market soundings, funding of £0.1 million is required to undertake this work – inclusive of product development, testing and evaluation.
- 4.3 It is proposed to ‘top slice’ the £1.5m programme management costs and £0.1m research costs from the MCF.
- 4.4 In March 2019, the CA approved expenditure of £0.26 million for the GM side-road zebra research commission. The commission spans two financial years with completion scheduled in 2020/21. This requires that £0.06 million of the approved budget be subject to a capital-revenue ‘switch’ for expenditure in 2020/21. It is therefore proposed to authorise the GMCA Treasurer to make the necessary capital-revenue ‘switch’ for the combined value of £1.66m.

5 MCF Governance and Lessons Learned

- 5.1 Having almost completed the second of the four-year term of the Mayor’s Challenge Fund, TfGM’s Programme Team have undertaken a review of the process to date. This has been informed by meetings between the Cycling and Walking Commissioner, GM District Leaders and Chief Executive Officers; officer feedback from GM district partners and a MCF lessons learned workshop with the TfGM Programme Team.
- 5.2 This has resulted in the identification of a number of key themes relating to the MCF governance and approvals process, required design standards and delivery capacity. In a drive to increase efficiency and support delivery, the following measures have either been introduced or are in the process of being established, these include;
- Weekly collaborative design review meetings with scheme promoters to enable early issue resolution and agree design solutions;
 - Rolling monthly GMCA financial approval reports for MCF expenditure, reducing the need for bespoke decision notices for development cost and full scheme approval;

- Streamlined approach to MCF business case assessment for minor schemes (less than £5 million MCF funding), prior to CA funding approval;
- Greater ability to self-certify development cost budgets to reduce approval timeframes;
- Development of a centralised delivery model for elements of the Bee Network, for example delivery of the GM crossings package; and
- Reduced signatory requirements for minor scheme delivery agreements.

5.3 As the programme progresses, further lessons learned will be captured and opportunities to refine and improve the MCF delivery process will be identified and implemented, and in discussion with Local Authority partners.

6 Recommendations

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

Steve Warrener

Director of Finance & Corporate Services, TfGM

Schemes to be Delivered – in full or in part

Tranche 1
Bolton: B6226 Chorley New Road
Bury: Metrolink Bury Line – Cycle Parking
Bury: New and Upgraded Crossing Points and Junctions
Manchester: Manchester to Chorlton
Oldham: King Street foot/cycle bridge
Oldham: Union Street West foot/cycle Bridge
Rochdale: Castleton Local Centre Corridor
Salford: SBNI – A6 Broad Street / B6186 Frederick Road
Salford: Chapel Street East Phase 1: Demonstrator Project
Stockport: Gillbent Road – Crossing Upgrade
Tameside: Tameside Active Neighbourhoods
Trafford: A5014 Talbot Road
Wigan: Victoria Street/Warrington Road Junction Improvements
Tranche 2
Salford: Swinton Greenway
Stockport: Hazel Grove Access Upgrades
Trafford: Talbot Road A56 Chester Road
Wigan: Standish Mineral Line
Tranche 3
Salford: Trafford Road
Wigan: Toucan Crossings – Wigan Central
Tranche 4
GM: GM Bike Hire
Manchester: Levenshulme Mini Holland
Manchester: Mancunian Way/Princess Parkway Junction
Manchester: Rochdale Canal Bridge 88-80a
Manchester: Route 86 (Northern Quarter)
Rochdale: Castleton Town Centre Phase 2
Salford: Barton Aqueduct
Stockport: A6 MARRR Links
Stockport: Bramhall Park to A6
Stockport: Crossings package
Stockport: Heatons Cycle Link
Stockport: Interchange
Stockport: Ladybrook Valley

Appendix 1: MCF Prioritised Schemes – continued

Tameside: Crown Point
Trafford: Wharfside Way
Wigan: Leigh Atherton Tyldesley
Tranche 5
Bolton: Town Centre Phase 1 (East)
Bury: Fishpool
GM: Active Neighbourhoods Support
GM: Safety Camera Digitisation and Upgrade
Manchester: Northern and Eastern Gateway
Salford :City Centre Package
Salford: RHS Links
Stockport: Heaton Norris Park Bridge
Stockport: Hempshaw Lane
Tameside: Ashton South
Tameside: Ashton Streetscape Scheme
Trafford: Sale - Sale Moor - Sale Water Park
Trafford: Urmston Area Active Neighbourhood
Wigan: Standish to Ashton
Tranche 6
Bolton: Astley Bridge-Crompton
Bolton: Westhoughton Bee Network
Bury: Elton
Bury: Pimhole
Bury: Radcliffe Central
GM: Bee Network Crossings
Manchester: Beswick Filtered Neighbourhood
Manchester: Manchester Cycleway
Oldham: Chadderton Improvements
Oldham: Oldham Town Centre Improvements
Oldham: Park Road (NCN 626) Town Centre Connection
Oldham: Royton Town Centre Connection
Stockport: Romiley Neighbourhood and Links
Stockport: Thompson Street Bridge
Tameside: A57 Denton to Hyde
Trafford: North Altrincham Bee Network
Trafford: Seymour Grove

Appendix 1: MCF Prioritised Schemes - continued

Schemes for Development Only

Stockport: Welkin Road - Town Centre Severance Package
Tameside: Ashton West Retail Centre Link Bridge
Oldham: Park Bridge (NCN 626) – Ashton under Lyne
Manchester: Oldham Road (Inner Radial)
Stockport: Heatons WRH
Salford: Trinity Way/Springfield Lane Crossing
Salford: Monton Town Centre
Salford: Ordsall Filtered Neighbourhood
Salford: Liverpool Street Corridor