

Greater Manchester Combined Authority

Date: 25th March 2021

Subject: The Mayor's Cycling and Walking Challenge Fund (MCF)

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 development and delivery funding requirements for a total of seven Mayor's Challenge Fund (MCF) Cycling and Walking Schemes, including increases to previously approved budget values for a number of Salford City Council schemes.

Recommendations:

The GMCA is requested to:

1. Approve the release of up to £0.594 million of additional development cost funding for the 3 Salford City Council MCF schemes set out in section 2 of this report; and
2. Approve the release of up to £5.45 million of MCF funding for the Bury and Salford schemes, as set out in section 3 of this report, in order to secure full approval and enable continued scheme delivery through the signing of the necessary legal agreements, and in the case of Trafford Road, the drafting and signature of a legal deed of variation.

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 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 the Mayor’s Challenge Fund for Walking and Cycling, 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 paragraphs 2.4 and 2.5.

Financial Consequences – Capital

Financial consequences are set out in paragraphs 2.4 and 2.5.

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

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. Introduction/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 for All 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 development and delivery funding approvals associated with the ongoing implementation of the Bee Network through the Mayor's Cycling and Walking Challenge Fund, including increased budgets for a number of previously approved schemes within Salford. This is a monthly funding approval paper in support of MCF programme delivery.

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 arrangements, in particular those agreed on 25 May 2018 and continues to utilise TfGM's established Cycling & Walking Infrastructure Support Team to provide collaborative support to Local Authority partners.

- 2.2 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.

- 2.3 Once a scheme has secured Programme Entry, scheme promoters submit a development cost budget request signed off by the relevant Section 151 officer. The funding for these development costs is to support Districts in securing the necessary support and resources to carry out the work involved in developing schemes from programme entry through to business case submission, including design, consultation and community engagement through to procurement and securing the necessary powers and approvals.

- 2.4 The details of three Salford schemes for which additional Development Cost funding is sought, are set out below. These updated development cost budgets were reviewed and signed off by the Cycling and Walking Programme Board on 3 March, as part of a Salford MCF programme re-prioritisation exercise.

- **Salford Chapel Street / Trinity Way** junction improvement scheme will deliver a 'Cyclops' type design providing light-controlled facilities across the junction, in

addition to an important link on Chapel Street which will enhance access for pedestrians and cyclists travelling into the city centre, and linking with other local MCF scheme. The scheme previously had development cost funding of £283,483 approved by GMCA in June 2020. The revised MCF development funding ask for Chapel Street / Trinity Way is £486,718, which represents an increase of £203,235.

- **Salford Oldfield Road** will provide protected cycle lanes between Chapel Street and Regent Road, incorporating a Cyclops junction at the connection with Liverpool Street, enhancing connectivity into Salford and Manchester City Centres. The scheme previously had development cost funding of £641,576 approved by GMCA in December 2020. The revised MCF development funding ask for Oldfield Road is £745,626 which represents an increase of £104,050.
- **Salford Trinity Way, Irwell Street** will provide a series of footpath and cycleway links alongside Trinity Way, incorporating a Cyclops arrangement at the junction with Irwell Street. Irwell Street itself will be improved by carriageway narrowing to create segregated cycle lanes and footway widening. The scheme previously had development cost funding of £696,581 approved by GMCA in May 2021. The revised MCF development funding ask for Irwell Street is £982,447, which represents an increase of £285,866.

2.5 These 3 schemes in total represent a combined additional development cost budget ask from the MCF of £593,151. Including the above, a total 79 MCF schemes have received development cost budget approval, with a combined development value of £42,504,074.

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.

Bury New Crossing Points and Junctions

- 3.2 Having previously received MCF Programme Entry, the Bury crossings points and junctions scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £2,339,394 – which represents the total scheme cost. 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.
- 3.3 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). This recommendation was endorsed by the Cycling and Walking Programme Board on the 3rd March 2022, and subsequently reported to the GM Cycling and Walking Board via written procedures.
- 3.4 The scheme itself will upgrade the junction of the A56 Manchester Road and the A58 Jubilee Way to a CYCLOPs arrangement, with links to onward quiet routes. There will also be improvements to the A665 Bury Old Road, providing onward traffic-free connections to Heaton Park, as well as the provision of signalised pedestrian crossings throughout the Bury Old Road / Heywood Road junction.

Salford MCF Re-prioritisation: Islington Park

- 3.5 Due to a series of delivery challenges, Salford CC have recently undertaken a review and reprioritisation of their MCF programme in order to ensure network outcomes are achieved. This revised programme and scheme profile was agreed at the Cycling and Walking Programme Board on 3rd March 2022.
- 3.6 Salford's revised programme includes the Islington Park scheme, which represents the first phase of the wider Salford City Centre Bee Network proposal. The Islington Park scheme has been subject to a full business case review, undertaken by the MCF Programme Team, which concluded that it met the criteria requirements, and is forecast to return a medium value for money. The scheme has an MCF funding ask of £683,249.
- 3.7 The scheme itself will transform Islington Park into a vibrant green space and active travel corridor that supports and enhances walking and cycling connectivity, whilst also creating a focal point for the community. Specific interventions include a paved

cycling and walking boulevard, environmental improvements including tree planting and integrated sustainable drainage as well as enhanced lighting to illuminate and way-find cycle routes.

Salford MCF Re-prioritisation: Trafford Road

- 3.8 Trafford Road is an approved Growth Deal Major scheme which received funding approval at the GMCA in June 2020. The scheme was approved at a value of £19,832,000 – of which £10,500,000 is Growth Deal funding, with a £4,832,000 MCF funding contribution. The balance of the scheme budget consists of SCC local funding.
- 3.9 Incurred and forecast cost increases arising from the ongoing construction phase requires that further delivery funding is approved in order to enable the full scope of works to be delivered, and the resultant scheme benefits. It is proposed to fund the identified short-fall through SCC's MCF budget allocation, and the increased Trafford Road costs formed part of the re-prioritisation exercise that Salford have undertaken. The revised MCF funding ask for Trafford Road is £7,254,000, which represents a funding increase of £2,422,000.
- 3.10 Full Approval of the funding required for these three schemes equates to a total MCF funding ask of £5,444,643 and would result in a total of 37 MCF work packages having secured full funding approval, with an associated total full approval commitment of £85,721,208 of MCF funding.

4. RECOMMENDATIONS

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

Eamonn Boylan

Chief Executive Officer, GMCA & TfGM