

## Greater Manchester Combined Authority

Date: Friday 26 May 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 delivery funding approval for four Mayor’s Challenge Fund Active Travel schemes; to approve the addition of Active Travel Fund Round 4 (ATF4) monies to the 2023/24 GMCA Transport Capital and Revenue budgets; to note the planned ATF4 governance and assurance approach, and to seek ATF4 delivery funding approval for the Stockport Helix Ramp scheme.

### Recommendations:

GMCA is requested to:

1. Approve the release of a total of up to £17.1 million of MCF delivery funding for the following schemes, as set out in Section 2 of the report:
  - a. Greater Manchester Bee Network Crossings – Phase 3: £4,312,386;
  - b. Bolton Town Centre East – Phase 1: £4,998,000;
  - c. Oldham Town Centre – Lord Street/Rock Street: £2,951,594;
  - d. Trafford Talbot Road: £4,751,389.
2. Note the award to GM of £25.2 million from round 4 of the Active Travel Fund (ATF4) and approve the addition of this funding to the 2023/2024 GMCA Capital (£24.1 million) and Transport Revenue budgets (£1.1 million) respectively;
3. Approve the release of up to £3.6 million of ATF4 delivery funding for the Stockport Helix Ramp scheme, as part of the wider Stockport Mixed Use development; and
4. To approve the planned governance and assurance for GM’s ATF4 programme, including delegation to the Active Travel Programme Board for the award of cycle parking grants, 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	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

Revenue consequences are set out in section 3 of this report.

## Financial Consequences – Capital

Financial consequences are set out in section 2 and 3 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
- 24 March 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 Active Network delivery, based on identified local authority 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 Active 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 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, these will also contribute to the delivery of the Bee Active Network.

- 1.7 This report recommends delivery funding approval for four named MCF schemes, seeks approval for the addition of Active Travel Fund Round 4 (ATF4) monies to the 2023/24 GMCA Transport Capital and Revenue budgets; agreement to the planned ATF4 governance and assurance, and to seek ATF4 delivery funding approval for the Stockport Helix Ramp scheme.

## **2. MCF FULL SCHEME APPROVAL**

- 2.1 Following initial 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 recommendations set out below were endorsed by the Active Travel Programme Board on the 4 May 2023, for subsequent funding approval by GMCA. Full approval will enable the schemes to progress to completion by means of a legal delivery agreement.
- 2.3 The schemes below were subject to a full business case review, undertaken by the MCF Programme Team, which concluded that they fulfilled the required five-case criteria (Strategic, Economic, Management, Financial and Commercial). All the schemes recommended for approval below have been determined to return a positive value for money.
- 2.4 Approval of the funding required for these four schemes would result in a total of 51 MCF work packages having secured full funding approval, with an associated total full approval commitment of £129,474,001 of MCF funding.

### **Greater Manchester Bee Network Crossings – Phase 3**

- 2.5 Having previously received MCF Programme Entry, the Greater Manchester Bee Network Crossings Phase 3 scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £4,312,386, which represents the full Phase 3 cost. The Greater Manchester Bee Network Crossings scheme represents a rolling programme of highway crossing interventions across GM, designed to reduce severance for walkers, wheelers and cyclists. Phase 1 delivered a package of crossings in Bury and Manchester and was granted full approval by the GMCA in December 2020. Phase 2 is currently delivering a package

of crossings in Bolton, Oldham, Stockport and Wigan and was granted full approval in July 2022.

- 2.6 Phase 3 of the GM Bee Network Crossings scheme will deliver new and upgraded crossing facilities at 9 sites located throughout Bolton, Rochdale, Salford, Stockport, Tameside and Trafford. This Phase 3 package of works, developed in collaboration with Local Authority partners, will enable new sections of the Greater Manchester Cycling and Walking Bee Network to be realised, and areas of severance to be unlocked.

### **Bolton Town Centre East – Phase 1**

- 2.7 Having previously received MCF Programme Entry, the Bolton Town Centre East (Phase 1) scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £4,998,000, against a total scheme cost of £5,181,668, with the funding balance provided through the Growth Deal Programme.
- 2.8 The Bolton Town Centre East (Phase 1) scheme will improve the quality of infrastructure for walking, wheeling and cycling within Bolton Town Centre. Key deliverables include a series of Cycle Optimised Protected Signals (CYCLOPS) junctions, new cycle parking spaces, side road entry treatments; bus stop bypasses, footway reconstruction and lengths of new segregated two-way cycle lanes, as well as sections of quiet streets.

### **Oldham Town Centre – Lord Street/Rock Street**

- 2.9 Having previously received MCF Programme Entry for the wider Oldham Town Centre scheme, and subsequent Full Approval for the first delivery phase (West Street/Cheapside), the second phase (Lord Street/Rock Street), is now recommended for Full Approval and subsequent delivery. The scheme requires a total MCF contribution of £2,951,594, which represents the full scheme cost.
- 2.10 The Oldham Town Centre – Lord Street / Rock Street scheme will deliver new and improved walking, wheeling and cycling infrastructure to the east of Oldham town centre. Key deliverables include a new Cycle Optimised Protected Signals (CYCLOPS) junction at Edgerton Street / St Mary's Way, linking to a new two-way cycle track into the town centre, plus considerable reallocation of road space to make provision for those walking, wheeling or cycling.

### **Trafford Talbot Road**

- 2.11 Having previously received MCF Programme Entry, the Talbot Road scheme is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £4,751,389, which represents the full scheme cost. The Talbot Road scheme will deliver three upgraded ‘Cyclops’ junctions at the junction of Talbot Road and White City Way, Great Stone Road and A56/Chester Road, thus providing priority to those walking, wheeling or cycling, and reducing severance.
- 2.12 The scheme is of key strategic importance within Trafford and forms a key component of planned Active Travel infrastructure which will provide a central spine enhancing connectivity between Trafford’s Civic Centre, key development sites and Manchester City Centre.

### 3. ACTIVE TRAVEL FUNDING ROUND 4 (ATF4)

- 3.1 Greater Manchester’s bid to the fourth round of funding for the Active Travel Fund (ATF4) was submitted on Friday 24th February 2023. On 22nd March 2023, Active Travel England (ATE) announced the regional allocations following the ATF4 bid process, with £25.2 million awarded for Greater Manchester. This funding is divided into £24.1 million of capital and £1.1 million of revenue funding and includes £1.5 million of additional funding for three named schemes within Greater Manchester’s ATF3 programme. This report seeks approval for the addition of this funding to the 2023/2024 GMCA Capital and Transport Revenue budgets respectively.
- 3.2 Greater Manchester’s ATF4 programme comprises 13 schemes. The majority of the schemes were drawn from Greater Manchester’s unfunded active travel scheme pipeline, and includes schemes from the Mayor’s Challenge Fund programme, which had previously secured programme entry. The table below shows the ATF4 capital schemes and the additional ATF3 capital schemes which have secured funding.

Grant	Scheme	£m
ATF 4	Chapel St East Phase 1	1.8
ATF 4	Parkhills Rd-Heywood St Junctions	0.6
ATF 4	Radcliffe Metrolink Active Access Package	1.3
ATF 4	Stockport East - Romiley to Stockport	3.4
ATF 4	Manchester Cycleway - Yellow Brick Road	1.5
ATF 4	Manchester Cycleway - Cyclops	0.9
ATF 4	Walking and wheeling facilities at signal junctions programme	1.7
ATF 4	City Centre Bee Network: Islington	1.4
ATF 4	Stockport Helix Ramp	3.6

ATF 4	Ladybrook Valley Phase 2	2.3
ATF 4	Parking Grant regime (integrated with PT)	0.5
ATF 4	Heatons Link Phase 2	2.7
ATF 4	Parking Grant regime (Schools, NHS)	0.9

ATF3	Alan Turing Way	0.7
ATF3	Castleton Phase 1	0.3
ATF3	Oldfield Road	0.5
	<b>Total</b>	<b>24.1</b>

- 3.3 Due to their pipeline nature and synergy with the Mayor's Challenge Fund (MCF), and the values associated, it is proposed to utilise the established MCF governance processes to provide scheme assurance and secure funding and delivery approvals – including the use of TfGM's Design Review Panel to establish adherence to design standards. Scheme approvals and funding sign-off will be secured through the Active Travel Programme Board and the GMCA - in the established fashion, thereby maintaining a consistent approach for Active Travel Delivery.
- 3.4 Within the bid there were two successful funding requests for parking grants, totalling £1.4 million (as shown in the table above). Funding for cycle parking provision will be awarded to third party applicants following submission of an application form (subject to meeting defined criteria), which will be reviewed by TfGM's Active Travel team and following previously agreed processes. It is proposed to delegate the management and governance of this process, including the determination of cycle parking funding requests, to the Active Travel Programme Board.
- 3.5 The detail of the £1.1 million revenue element of ATF 4 will be proposed in a subsequent report to the GMCA.

## **4. ATF4 SCHEME APPROVAL**

- 4.1 In accordance with the proposed governance approach, and in order to secure delivery commitment, it is recommended that the £3.6 million ATF4 funding identified for the Stockport Helix Ramp scheme be approved for full delivery. This will ensure it is fully coordinated with delivery of the wider Stockport Mixed Use development.
- 4.2 The Helix Ramp structure provides a de-marked cycling and pedestrian pathway that represents an integral link between Stockport rail station and the town centre, via the bridge over Daw Bank and pathway across the podium park. The arterial route of the ramp will oversail the Mersey Frontage, Trans Pennine Trail and the River Mersey, before merging back into the Mersey Frontage, negotiating a height difference of 8 metres.
- 4.3 The original full business case assessment for the Stockport Mixed Use development incorporated the costs and impact of the Helix Ramp and received Gateway Review Panel approval in December 2021. The recommendation to drawdown the £3.6 million ATF4 funding for the Helix Ramp was agreed at the Active Travel Programme Board on the 4th May 2023.

## **5. RECOMMENDATIONS**

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

**Eamonn Boylan**

**Chief Executive Officer, GMCA & TfGM**