



## Bee Network Committee

Date: Thursday 14 December 2023  
Subject: Active Travel in Greater Manchester  
Report of: Dame Sarah Storey, Active Travel Commissioner

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### Purpose of Report

This report provides an update on the Active Travel programme for Greater Manchester. In November 2022, I presented my recommendations to the Greater Manchester Combined Authority. This report provides 'one year on' progress and forms a position statement on the way forward for active travel in Greater Manchester. It includes, for the first time, a comprehensive Annual Report on Active Travel in Greater Manchester.

### Recommendations:

The Committee is requested to:

1. Approve and adopt the updated Bee Active Network;
2. Note and approve the publication of the potential future Greater Manchester Cycle Hire footprint plan;
3. Approve proposals to review the delivery of Bikeability in Greater Manchester and bring the findings and any proposals to a future Committee meeting;
4. Approve the closure of and removal of the BLUC locker scheme and seek to renew, replace, and upgrade cycle parking offer across the public transport network, including the existing Cycle Hubs, subject to available funding;
5. Approve the publication of the Greater Manchester Active Travel Annual Report, attached at Appendix 2; and
6. Note and comment on the contents of the report.

### Contact Officer:

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## **Equalities Impact, Carbon and Sustainability Assessment:**

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 and Mitigation Measures:**

The Active Travel Programme has been designed to support and expedite delivery of the Bee Active 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**

Risk management is carried out at a programme and project level within the Active Travel Programme in accordance with Transport for Greater Manchester's Risk Management policy.

## **Legal Considerations**

There are no specific legal implications with regards to this report.

## **Financial Consequences – Revenue**

There are no specific financial consequences in this report, any future changes to revenue arising from the recommendations or noted items in this report will be brought to the attention of the Bee Network Committee and GMCA in due course.

## **Financial Consequences – Capital**

There are no specific financial consequences in this report, any future changes to capital arising from the recommendations or noted items in this report will be brought to the attention of the Bee Network Committee and GMCA in due course.

**Number of attachments to the report:** 1 – Annual Progress Report

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

N/A

## **Background Papers**

- 28 October 2022: Active Travel Sub-Committee, Active Travel Programme Update
- 25 November 2022: Greater Manchester Combined Authority – Delivering the Bee Network: Active Travel Update Decision: That the update on the Active Travel Programme be noted and agreed that the GMCA will prepare a substantive response to the recommendations of Dame Sarah Storey, GM Active Travel Commissioner, highlighted in report.
- 28 September 2023: Congestion Intervention Plan.
- 23 November 2023: Road Safety Update.

## **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

# 1. Introduction – Active Travel at the heart of the Bee Network Vision

- 1.1 Greater Manchester (GM) is building the Bee Network, a world-class, integrated transport system. This should be an accessible, affordable, and easy-to-use system that will transform how people travel in, around and to Greater Manchester. Journeys will be marked by one recognisable brand, the Bee, which unites the transport network and acts as a mark of quality. No matter what the journey, the Bee Network should be the first choice of travel in Greater Manchester.
- 1.2 The Bee Network brings together our approach to walking, wheeling & cycling (collectively ‘active travel’), bus, Metrolink and rail. Policies and strategies affecting highways, such as red routes, congestion management, urban traffic management and control and roadworks management will enable this network to work to its peak efficiency. Developing a road danger reduction plan (based on adopting ‘Vision Zero’) is critical in addressing the safety fears that hold people back from walking, wheeling, and cycling to connect with public transport or for their whole journey.
- 1.3 Transport for Greater Manchester (TfGM) and Greater Manchester Combined Authority (GMCA) collaborate to achieve this ambition. In doing so, active travel acts as the ‘glue’ cementing together the separate elements of public transport. By reducing the need to be reliant on the car, especially for shorter journeys, then the wider road network should function more effectively.
- 1.4 The GM Transport Strategy 2040 refers to a target of reducing carbon emissions by 80% from 1990 to 2050, reflecting the Climate Change Act 2008. The declaration by the GMCA of a Climate Emergency and the adoption of a much more ambitious target of zero carbon emissions by 2038 means that we are undertaking further analysis to understand the relationship between our Right Mix targets and pathways and GM’s carbon reduction commitments.
- 1.5 The current Right Mix target is to achieve a travel offer whereby no more than 50% of daily trips are made by car, with the remaining 50% made by public transport, walking and cycling. This will mean approximately one million more trips each day using active travel or public transport in Greater Manchester by 2040, with no net growth in motor vehicle traffic.
- 1.6 According to the 2021 census, at least 25% of the households in Greater Manchester do not have access to a car. This rises to 40% amongst our most deprived residents.

As a result, many households in Greater Manchester suffer ‘transport poverty’ that restricts their horizons and limits the extent to which they can be economically and socially active. Active travel and public transport can enable such individuals and communities to participate more widely.

- 1.7 Enabling our Active Travel vision will support meeting our Right Mix targets and move towards net zero emissions from transport. Active travel produces no emissions that affect local air quality and hence supports our ambition to clean up our air.
- 1.8 Active travel uniquely has other significant benefits for health, compared to all other modes of travel. There is a strong need to enable more healthy active lives in Greater Manchester, to assist in improving health outcomes, particularly around obesity, some cancers, mental and cardiac health. Delivering our Active Travel vision is necessary to improve outcomes in these areas.
- 1.9 However, there are several known barriers, which include: the quality of current infrastructure, perceptions/reality of safety and access to the means to travel. So, we need to have a plan for delivering a network vision that supports access for all communities of Greater Manchester.
- 1.10 The Bee Network is being delivered in phases; we already have the tram, we launched Tranche 1 bus franchising in September this year with the remainder of the bus network to be franchised by January 2025 and we have an extensive road network and some reasonable walking and cycling networks. But the quality of provision of the latter is inconsistent, particularly for cycling over longer journeys where the network is not continuous. Previously delivered cycle networks in Greater Manchester (and elsewhere outside of London) mostly do not meet minimum national standards (mainly those built before 2017 in GM). Since then, we have been creating a new walking and cycling network (that meets or exceeds national standards), especially since the former Cycling and Walking Commissioner launched the ‘Made to Move’ plan, incorporating 15 steps, many of which we have now delivered upon.
- 1.11 In November 2022, I launched the Active Travel mission, set my priorities, and made 10 further recommendations. Now I intend to build upon both and ask TfGM and other stakeholders in Greater Manchester to form an updated Active Travel Strategy, the framework for which is set out in this report. For the first time, I present my Annual Report on Active Travel, which I will use to monitor progress towards delivery of the vision that is set out below. The new Active Travel Strategy will be a sub-

strategy of our Local Transport Plan (Greater Manchester Transport Strategy 2040) to reinforce the case for a change towards more active travel. It will focus on delivery and implementation over current and future funding periods, as part of the wider, integrated Bee Network.

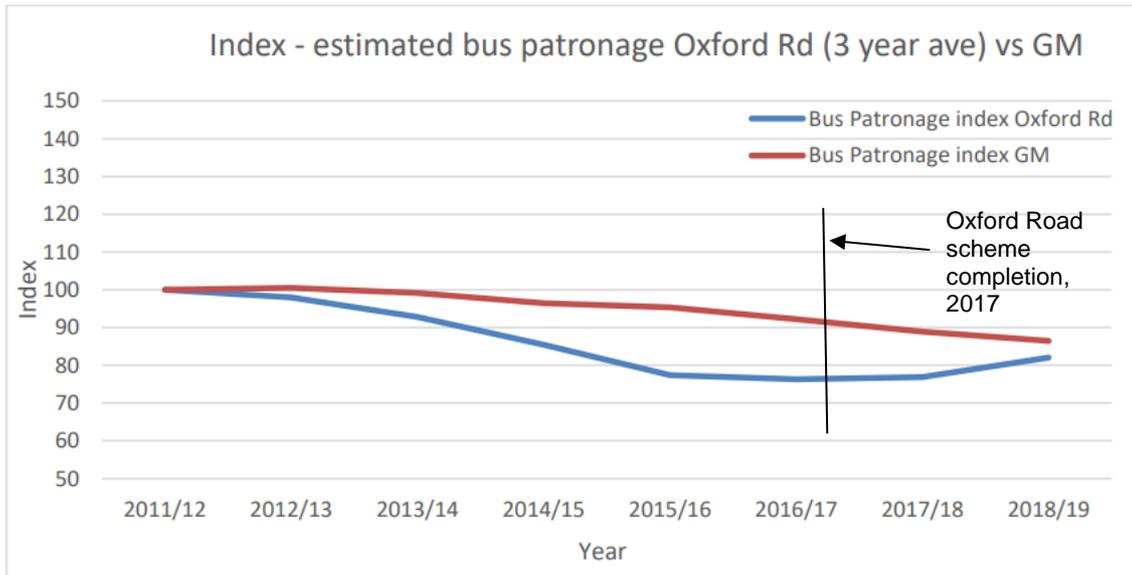
- 1.12 The delivery of the first phase of the franchised Bee Network for public transport saw Greater Manchester take control of Tranche 1 of the franchised bus network on 24 September 2023. This will continue through to January 2025 at which point the whole bus network in GM will be franchised. Bus routes will be designed to integrate with other public transport provisions (tram and rail). Plans are being developed to expand bus priority to improve journey time reliability, and major investment in bus stop infrastructure will improve access points for walking and wheeling. Tying this together with the Bee Network app will enable, eventually, seamless, capped price journeys within and around the city-region.
- 1.13 Active travel infrastructure delivery has accelerated since 2017 to the levels explored in more detail in my Annual Report. I expect that delivery of walking, wheeling & cycling infrastructure will continue. Communities will be able to access cycles on loan from bike libraries and adapted and specialist cycles (like cargo bikes) will be available, increasing access to sustainable active travel for those currently excluded. Enabling and providing specialist cycles will allow small businesses to transition to zero carbon delivery and distribution by cargo bikes. We are already seeing global delivery companies opt for this in urban centres.
- 1.14 Future phases of the Bee Network will see local rail services incorporated. The construction of the walking, wheeling, and cycling network will need to continue alongside these ambitious programmes of change, including rail, bus priority, better streetscapes and new/improved interchanges. By 2030, all four modes will be joined together under one, simplified, integrated ticketing system. This will enable seamless end-to-end journeys, including on cycle hire and potentially other forms of shared mobility.
- 1.15 Delivery of the walking, wheeling, and cycling network will need to span current and future transport settlements. I recommend that funding for active travel should be maintained at least current levels, but I recognise that many elements of the active travel network will be delivered through integrated, multi-modal schemes, particularly on the more major corridors.

- 1.16 Following the events around 4 October 2023 and the 'Network North' announcements, including in relation to funding for local transport, GMCA, TfGM and the Greater Manchester local authorities will, through the development of the next Local Transport Plan, need to consider its future investment priorities and future transport interventions, including opportunities to accelerate delivery of the 'Bee Active' Network, particularly by acting on the opportunities that exist because of the advanced planning for the network which has been carried out. Active travel measures, particularly low-cost, high-volume improvements (for example dropped kerbs, tactile markings and tackling poor quality footway surface), can be delivered at a faster pace than more traditional longer-term transport interventions. I urge the GMCA to consider the issues identified in the network audit I have delivered when prioritising investment.
- 1.17 Achieving this Bee Active Network ambition will also require complementary measures to activate the best use of this new opportunity to travel. Often delivered through revenue funding, these ensure communities can access and choose the best options for their circumstances. Such travel choice measures enable people to understand the options they have and the many changes that are being made to support a healthier and more active lifestyle that don't require access to a car. The GMCA will need to continue to invest in these services, which include cycle training, events, marketing, and other actions. Revenue and capital funding will need to be identified to continue activity that – to date – has largely been short-term grant funded.
- 1.18 In the schools sector especially, we need an invigorated travel policy and plan to support more sustainable travel choices. This should include, but not be limited to, more school streets, neighbourhood level interventions and traffic management measures to provide safer environments for young people to walk, wheel, cycle, scoot and enjoy their journeys to school, whilst also supporting parents and children to enable independent journeys.
- 1.19 A comprehensive policy context is set out on pages 11-18 in the Annual Report at Appendix 2.

## **2. Moving on from Made to Move**

- 2.1 Historically, Greater Manchester has secured significant investment in active travel infrastructure through DfT funding initiatives such as Local Sustainable Transport Fund (LSTF) and Cycle City Ambition Grant (CCAG). Whilst these funding sources date from a period well before the formation of the Bee Network vision and its associated design standards, Greater Manchester was still successful in raising the bar significantly in terms of active travel delivery through these programmes.
- 2.2 For example, through CCAG, Greater Manchester delivered several cycleways which provided protection from heavy motor traffic, most notably, the Oxford Road/Wilmslow Road Corridor Scheme from the city centre to Didsbury. Despite being delivered seven years ago, the northern 3km of this route is up to Bee Network standards. That scheme was a good example of the combination of bus priority and active travel infrastructure that we need to repeat with the current and future funding to achieve the Bee Network vision set out below. In several locations, Greater Manchester is now investing further in routes delivered through earlier funding streams, to bring them up to current standards. These include Talbot Road in Trafford, the Fallowfield Loop and Deansgate in Manchester and the Ladybrook Valley in Stockport.
- 2.3 The Oxford Road/Wilmslow Road Corridor Scheme has achieved sustained increases in cycling levels. According to the Cross City Package and Busway Programme Monitoring and Evaluation Early Findings Report, from 2015-19 cycling trips increased 149%. Annual southbound cycling trips grew from 450,000 to 580,000 between September 2017 and April 2019. In parallel, bus journey time variability has decreased significantly. Bus patronage on this route has risen against an historic background of falling bus use, further demonstrating the positive relationship between the introduction of active travel infrastructure and the increased use of public transport. Figure 1 overleaf shows impacts of the Oxford Road scheme on bus patronage, illustrating that it bucks the trend after implementation.

**Figure 1: Estimated bus patronage on Oxford Road**



Note: Source is TfGM's continuous passenger sampling survey, published with operators' consent. Note that figures are also indexed so that the confidentiality of the data relating to Oxford Road patronage can be protected.

- 2.4 In 2018, Greater Manchester published the 'Made to Move' plan. This report detailed the 15 essential steps required for the city-region to see a step change in walking and cycling, necessary for us to achieve our net zero ambition, tackle climate change objectives, support better health and wellbeing and improve road safety.
- 2.5 An ambitious network of walking and cycling routes was established and the ten local authorities and TfGM began planning the first phase of what was then 'the Bee Network'.

2.6 Table 1 below summarises the position on the original Made to Move recommendations.

**Table 1. Completion of the Made to Move ‘15 Steps’**

<b>Made to Move</b>	<b>Status</b>	<b>Ongoing actions</b>
Publish a detailed, Greater Manchester-wide walking and cycling infrastructure plan in collaboration with local authorities in 2018.	Completed – superseded by Mission Refresh publication of V3 Bee (Active) Network	Maintain and update the Bee Active Network as it develops
Establish a ring-fenced, 10-year, £1.5 billion infrastructure fund, starting with a short-term GM Mayor’s Active Streets Fund to kick-start delivery for walking and cycling. With over 700 miles of main corridors connecting across Greater Manchester, this is the scale of network we need to aim for.	Completed – moving to an integrated delivery approach and annual reporting	
Develop a new, total highway design guide and sign up to the Global Street Design Guide.	Completed – Streets for All Design Guide	Adapt and develop the Streets for All Design Guide, including its supporting documents
Deliver temporary street improvements to trial new schemes for local communities.	Completed – temporary and trial infrastructure is now a well-used tool in delivery of a wide range of programmes	
Ensure all upcoming public realm and infrastructure investments, alongside all related policy programmes, have walking and cycling integrated at the development stage.	Completed – all schemes are now proceeding through Streets for All Design Review	CRSTS and other ‘single pot’ settlements allow integrated delivery of the Bee Active Network as part of the wider ambition
Develop a mechanism to capture and share the value of future health benefits derived from changing how we move.	Continuing – PEAT tool recognised by DfT and ATE as the best way to appraise GM schemes. Also, annual reporting will incorporate outcome monitoring	Seeking to improve appraisal and reporting, and engaging academic partners to progress further research
Work with industry to find alternatives to heavy freight and reduce excess lorry and van travel in urban areas.	Continuing – progress on small scale trials with SMEs	Look for business partnerships to progress transshipment and engage with logistics operators

Made to Move	Status	Ongoing actions
Partner with schools and local authorities to make cycling and walking the first choice for the school run and take action on traffic and parking around schools.	Superseded by Mission Refresh focus on schools and School Travel Policy development	Develop school travel policy so that Home School Travel Plan is enacted across all modes
Deliver year-on-year reductions to the risk per kilometre travelled, by establishing a task force to improve safety on roads and junctions	Completed – working on adoption of Vision Zero	Vision Zero Strategy to be presented to January BNC
Call for devolved powers to enforce moving traffic offences, and develop strategies for reducing anti-social driving, through public spaces protection orders	Ongoing – recent changes to moving traffic enforcement being adopted. Action on pavement parking legislation remains an ‘ask’	Continue to press government for appropriate powers to manage pavement parking. Seek modification to TSRGD to enable side road zebras
Prioritise investment based on the measurement of people movement, rather than motor-traffic, and integrate with a new street satisfaction index	Ongoing – incorporated into annual reporting	
Ensure local communities are engaged and supported in the development and use of new infrastructure and programmes	Completed – now covered by Mission Refresh communications and stakeholder engagement and accessibility	
Deliver greater levels of public access to bikes across Greater Manchester, working with the private sector to deliver low cost and innovative solutions.	Ongoing – we now have a wider programme of Access to Bikes	
Work with local businesses to help shape our new network and achieve a culture-shift on commuting.	Completed – focus widened from commuting to all journey purposes	
Launch our own version of a ‘Summer Streets’ festival, creating low car town and city centres to trial street closures on the network.	Wider activation programme now being used	

### **3. Refreshing the Active Travel Mission**

- 3.1 In November 2022, I launched my vision for our approach to Active Travel. That mission built upon the previous 'Made to Move' plan and reinforced the continued delivery of our Local Cycling and Walking Infrastructure Plan: 'Change a Region to Change a Nation'. The Annual Report at Appendix 2 explores the refreshed mission and the progress to date across all aspects of active travel, including examples from each local authority partner and our third sector partners.
- 3.2 This report captures a series of recommendations and potential 'next steps' necessary to develop a new Active Travel Strategy, which I suggest are necessary to support the Transport Strategy for 2040 and to enable a new Local Transport Plan to be formulated. In addition, changes to planned future funding arising since the announcements on 4 October 2023 mean that opportunities exist to consider how that funding may be allocated as part of a wider integrated delivery plan.
- 3.3 That new strategy can be developed in more detail over the next year as we refresh our commitments under the GM Transport Strategy 2040. We need to consider our updated modal Right Mix targets, the need to achieve net zero and enable those without access to private transport to have access to opportunity, as well as providing everyone the choice to move more actively more often via their day-to-day journeys.
- 3.4 However, I now present some specific recommendations that will help frame that new approach.

#### **Universal accessibility**

- 3.5 To ensure that the network becomes universally accessible, a Streets for All Design Guide has been developed and was adopted by the GMCA at November BNC. Mechanisms are being developed to ensure that these standards are applied to all schemes built on behalf of the GMCA.
- 3.6 Whilst the guide can address new infrastructure, some areas of the existing network have access controls on them which seek to limit anti-social behaviour and/or illegal use of motorbikes and quadbikes. These actions (stymie gates, access control bollards etc) prevent people using mobility aids, adapted cycles or non-standard cycles such as cargo bikes from accessing many parts of the network. I propose that TfGM should be asked to work with the local authorities and other stakeholders (eg Sustrans and the Canal and River Trust) to develop a common policy on access controls to support the Streets for All approach. After that, as the local delivery

strategy develops, solutions to retrofit accessible means of control onto these routes should be pursued.

### **Bikes and non-standard cycles on trams**

- 3.7 For those using wheelchairs or travelling with children, Metrolink is the most accessible form of public transport in Greater Manchester, with level boarding and step free access or lifts provided at all stops. However only folding bikes are currently allowed on board. Non-standard cycles can be vital mobility aids for some, and I recommend that TfGM continue to work with the Metrolink operator to overcome the safety and operational challenges to allow non-standard, and ultimately all bikes, on board, at suitable times of the day and in line with other UK light rail operators.
- 3.8 A next step being considered is a guided pilot under controlled conditions to understand further how a change in policy might be implemented. A separate, further paper on these topics will be brought to this committee early in 2024 to inform a decision on next steps.

### **Vision Zero (see road danger reduction section, pages 39-42 in the Annual Report at Appendix 2)**

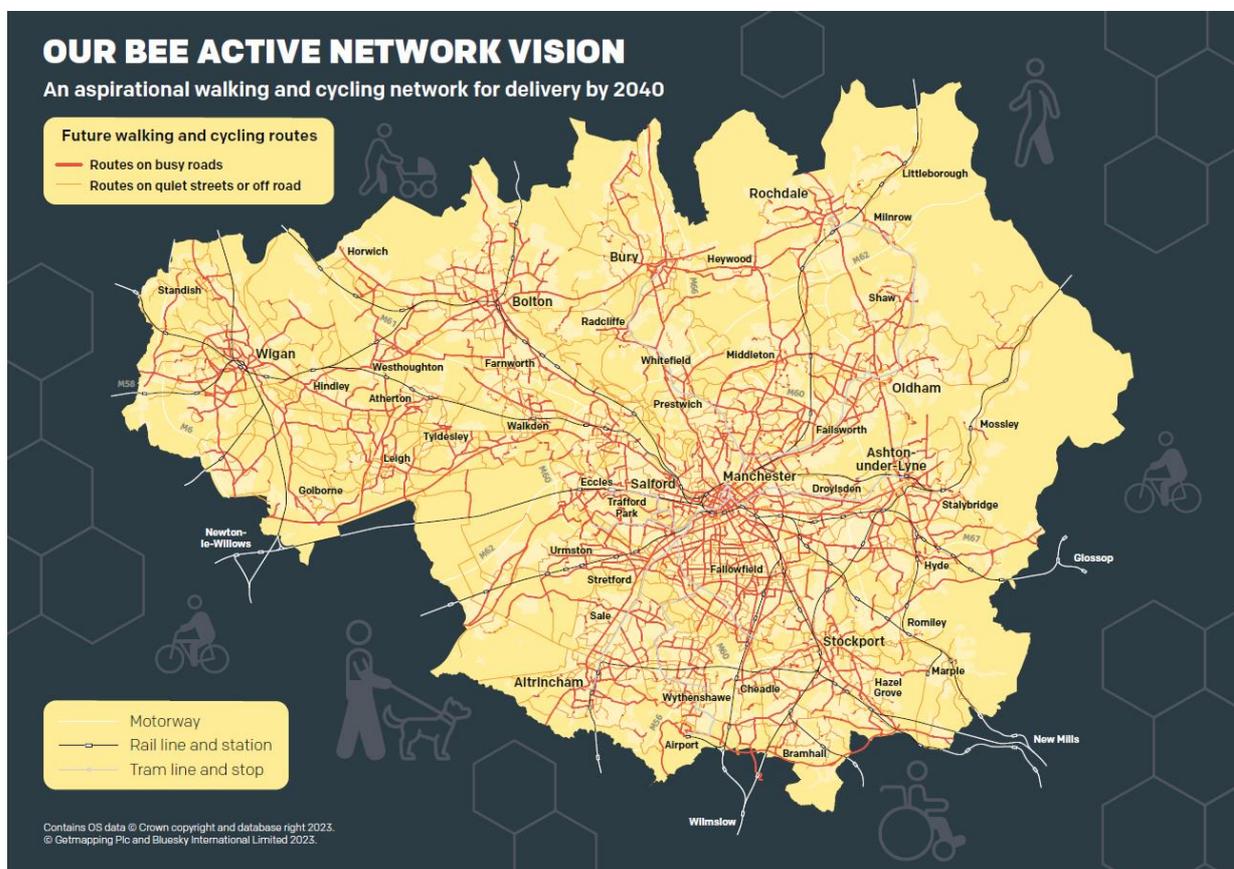
- 3.9 The proposed Vision Zero Strategy will be brought to the January meeting of this Committee.

### **Updated Network Plan: (see pages 22-24 in the Annual Report at Appendix 2)**

- 3.10 A comprehensive review of the proposed Active Travel network has been carried out by TfGM with support from each local authority. This review comprises two elements. The first relates to reviewing the 'vision' plan in terms of potential routes throughout Greater Manchester that would connect substantial parts of the city-region together, enabling stand-alone walking, wheeling and cycling journeys, and 'first mile/last mile' connections to public transport. The second has been an audit of streets and off-road routes that form this network to determine the nature of changes necessary in more detail than ever before.
- 3.11 The original network plan developed for 'Made to Move' comprised over 1,800 miles (2,900km) of connected cycling and walking routes, including 435 miles (696km) of protected main road corridors (active travel superhighways) and 2,400 crossings which help to join up neighbourhoods and communities.

3.12 The updated network plan (Figure 2 below) results in the following changes: overall length is slightly reduced in length from 2,900km to 2,734km. This is principally due to the removal of some duplicate sections of network. However, the proportion of the network which we expect to require physical protection for those riding bikes has substantially increased from 25% to over 40% – now 1,170km of segregated network (as opposed to c725km). This is due to the greater knowledge of network conditions which we have gained through TfGM’s comprehensive network audit work. This data suggests that traffic volume and speed thresholds which would require physical protection for bikes are met on a larger proportion of routes than was anticipated in 2018.

**Figure 2: Bee Active Network (v3): the updated Network Vision**



Bee Active Network v3 key stats:

- Total length of proposed network: 2734km, of which 1,170km is on busy roads, 932km on quiet roads and 631km off road
- Over 95% of Greater Manchester residents will live within 400m of a Bee Network route once the network is completed.

### 3.13 The network is based on the following principles:

- To connect all communities in Greater Manchester with a comprehensive walking, wheeling and cycling network.
- To make active travel the natural choice for most people's short journeys and enable independent trips and connection to public transport for longer trips.
- All of this network would be expected to meet the 'Bee Network' standards set out in our Active Travel Design Guide (NB: this is to be updated following the Streets for All Design Guide adoption) and would therefore be compliant with LTN 1/20 at minimum.
- The network physically integrates with local centres and public transport networks to support our Bee Network vision for patronage growth.
- The original network was developed through a series of workshops with people with detailed local knowledge, residents, campaigners, politicians, local government officers and other interested parties. This concept plan was then built upon through analysis that followed the government's LCWIP planning guidance. This new network has evolved based on new traffic data and knowledge gained over the past five years of delivery, as well as working closely with local authority officers. The network will continue to evolve as we construct it. Through the Annual Report I intend to regularly report progress towards delivery.
- The network comprises two main elements:
  - The majority is provided by existing lightly trafficked streets and traffic free routes, connecting these with new crossing points, where busy roads or other sources of severance need to be crossed, and passing through (as they develop) potential 'active' neighbourhoods.
  - A significant number of major transport corridors, which analysis indicates has the highest potential demand for active travel trips, and where protected provision is required for bikes and controlled crossings for pedestrians, to make them safe and attractive for cycling, walking and wheeling.

- 3.14 The Committee is requested to adopt this plan as its vision for the future Bee Active Network for Greater Manchester. It will be updated regularly and will be published on the TfGM Bee Active website.
- 3.15 Whereas the original Bee Network plan focused solely on active travel, the updated network plan acknowledges that this ‘active network’ forms part of a wider ambition for other complementary modes, especially bus and tram. Cycle Hire also forms part of the network vision.
- 3.16 The original ‘Made to Move’ plan suggested a similar network plan value of “at least £1.5billion” and take “10 years” to deliver. Based on TfGM’s delivery experience over the last five years, the uplift in design standards demanded by LTN 1/20 and latest Greater Manchester design guidance, as well as TfGM’s greater understanding of the types of infrastructure which will be required to deliver the network, we now estimate that the investment requirement to deliver the full network plan by 2040 is likely to be in region of £3.4bn at current prices (i.e. without inflation over potential programme duration). A breakdown of this investment estimate is provided in Table 2.
- 3.18 Whilst I recommend that there remains a need for targeted active travel investment, I understand that most of this planned network will need to be delivered through integration with a wider Bee Network infrastructure pipeline, which delivers benefits for all road users including public transport, walking, wheeling and cycling. This approach has been adopted successfully on schemes such as Oxford Road and Trafford Road, where improvements were made for walking, wheeling, cycling and buses. Regeneration plans will also provide opportunities to deliver active travel infrastructure such as the redevelopment of Stockport Town Centre.

**Table 2: Estimated value of Bee Network (infrastructure) elements**

Network element	Network length	Per km costs (£m)	Cost (£m)
Busy roads	1,137	£1.63	£1,860
Quiet roads	899	£0.382	£344
Off road routes	631	£0.606	£382
Allowance for city/town centres	66	£7.74	£511
Allowance for pedestrian junction schemes			£54
Allowance for structures			£221
<b>Total cost estimate</b>			<b>c£3.4bn</b>

- 3.19 The next substantial opportunity to progress active travel further is likely to be within the CRSTS 2 period (to March 2032) - and beyond. However, throughout CRSTS 1,

the current programme of active travel investment will continue to be met from a combination of direct active travel grants, elements of CRSTS 1 schemes and a specific block of CRSTS 1 investment.

3.20 I suggest that we continue to review delivery within CRSTS 1 and act on opportunities that may arise from recent decisions around funding and transport plans nationally, on the basis that the Active Travel programme has a well-developed pipeline of opportunities to deliver change and the experience to do so rapidly.

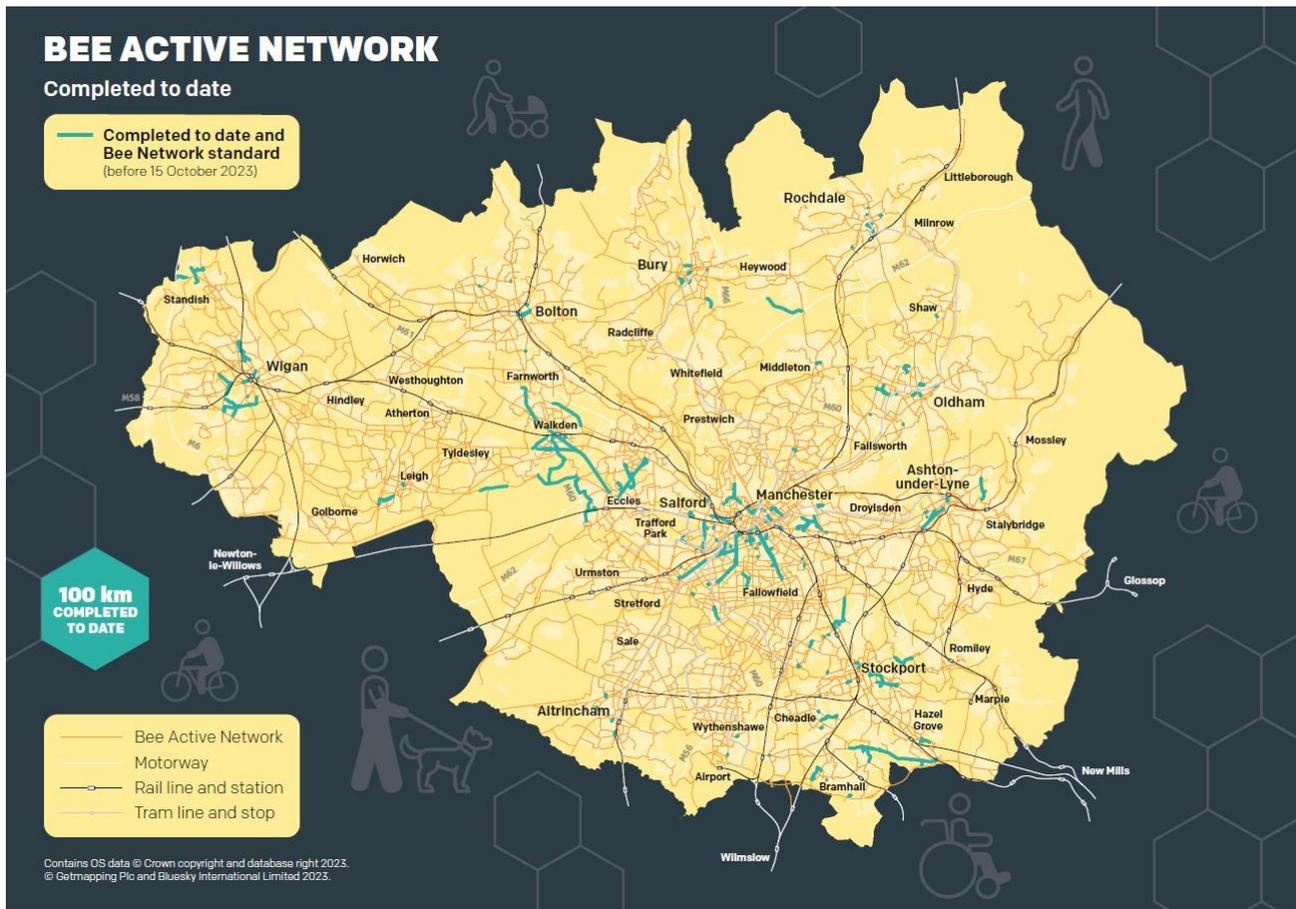
### **The Active Travel Infrastructure delivery programme: ‘now, next and near future’**

3.21 In May 2020, following discussions with Greater Manchester local authority partners, a priority package of schemes, valued at £217m, was agreed by the GMCA to be funded. This was a proportion of a wider programme, estimated at circa £500m, and which would have contributed to the original Bee Network plan. Whilst £160m was immediately available from the MCF, the GMCA has subsequently secured additional funding to enable the continued delivery of this prioritised programme.

3.22 Work began in earnest on delivery, and, in the three years since May 2020, much has been achieved. The detailed breakdown of our current capital and revenue expenditure is set out in the Annual Report at Appendix 2, pages 19-20.

3.23 Expenditure on this programme has accelerated since a prioritised pipeline was agreed in 2020, with many schemes progressing to delivery. This is now being achieved at circa £40m per annum, across the various active travel funding streams. This is resulting in a growing network illustrated in Figure 3, overleaf.

Figure 3: Bee Active Network routes completed to date

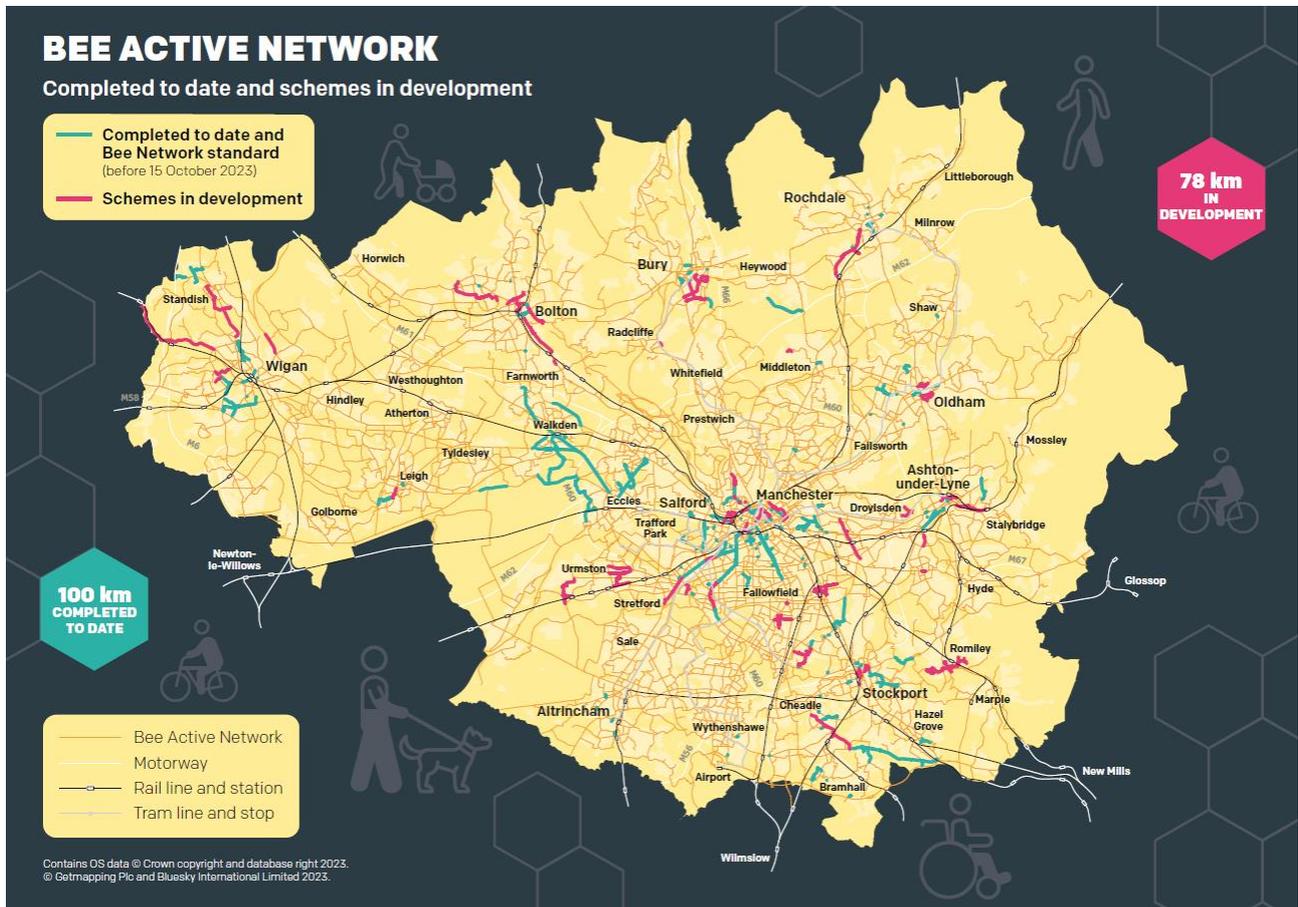


3.24 Figure 3 highlights the substantial progress made to date on the Bee Active Network, including:

- 100km of Bee Network standard infrastructure has now been delivered
- Over 320,000 people (11% of Greater Manchester's population) already live within 400m of a completed Bee Active Network route
- 19km of major radial road corridors into Manchester/Salford city centres now feature Dutch-style protected facilities for people cycling
- The newly built infrastructure includes 20 new protected junctions, which provide safe facilities for those walking, wheeling and cycling

3.25 Figure 4 shows all completed infrastructure, plus infrastructure which is in development and funded for delivery from current programmes.

**Figure 4: Bee Active Network routes completed to date and in development**



Notes on Figure 4:

- **NOW:** Schemes delivered in green (100km) – these are Bee Network standard active travel infrastructure schemes completed on site by 15 October 2023. Over 320,000 Greater Manchester residents live within 400m of these schemes.
- **NEXT:** Schemes in development in red (78km) – these are schemes which are funded for delivery but are not yet completed. Some are already on site, some may not yet have Full Business Cases submitted yet, but they are prioritised, and it is intended they will be funded for delivery from current programmes.
- **NEAR FUTURE:** CRSTS 1-funded (Streets or Bus) programmes are not currently included in the above mapping or figures but will contribute at least an additional 30km to the emerging network by 2026-27 (some schemes are yet to be designed). In addition, there is a pipeline formed from MCF tranches 1-6 and subsequent development (e.g. Capability Funding) that is discussed below. The total length of network that would be delivered by these is likely to be in the range of circa 80-

150km and we expect there to be area-based outcomes for which it is not practical to estimate the network enabled at this stage.

## **Proposed longer term Active Travel Pipeline**

- 3.26 This report now sets out the likely requirement for a circa £1bn dedicated active travel pipeline over the medium to long term – spanning current and future funding periods, up to 2040. The following values would form part of the overall c£3.4bn (in current prices) to complete the network and would be focused on the areas described below.
- 3.27 Due to the advanced planning work undertaken over the past six years developing this network plan, we have a strong pipeline of unfunded schemes. These have either had development funding via MCF/ATF or were deprioritised due to various factors as the MCF programme matured. The estimated value of these is circa £200m at current prices.
- 3.28 TfGM has also identified 189 traffic signal junctions that have no pedestrian facilities. At present seven of these are being pursued with ATF round 4 funding. Another 12 are at locations with no pedestrian routes or at motorway junctions. Hence around 170 are planned to be targeted in future – representing an estimated £54m of further minimum requirement.
- 3.29 Some 282 other ‘non-compliant’ existing crossings or junctions have been identified that require upgrading – estimated at £83m. To date 24 new and improved Bee Network crossings have been delivered over two phases. A further nine crossings are to be delivered in a third phase that is underway.
- 3.30 Over 2,000 further crossing points at ‘points of severance’ exist on quieter neighbourhood roads, where they meet or cross more major roads. The lack of crossings at these locations can influence people’s choice to make short trips to school, local shops and services etc by car instead of choosing to walk, wheel or make a public transport trip. I would anticipate these being in the form of new zebra, parallel and other priority style crossings and some traffic signal-controlled facilities. This ‘accessible neighbourhoods’ approach would also offer the opportunity to introduce other interventions. I also envisage this sub-programme could include ‘side road zebras’ in due course, subject to approval from the government.
- 3.31 The ‘accessible neighbourhoods’ approach would enable walking, wheeling and (in some circumstances) cycling to support better access to public transport, local

centres and schools. This sub-programme would deliver significant benefits to local health, air quality and social cohesion. An estimated £400m is required to address this. That scale of investment in a neighbourhood focused programme would be sufficient to also support localised interventions, such as:

- transforming home to school travel by addressing the creation of school streets and other minor interventions in the vicinity of the points of severance throughout many local neighbourhoods
- seeking to address demands for local cycle parking (through schemes such as cycle hangars)
- the continued need to provide support for access to cycles through bike libraries and other similar interventions.

3.32 Therefore, we can establish a minimum requirement for the future active travel pipeline, relating to known unfunded schemes, signal crossings and accessible neighbourhood measures (as above) in the order of £750m. I envisage that that pipeline would span three funding periods – CRSTS 1, CRSTS 2 and beyond. This assumes that delivery rates on Active Travel will be sustained at least the current level. The profile of that recommended dedicated investment is still to be determined.

3.33 The future network plan will be formed of newly created routes, crossings, junction improvements and existing cycling and walking infrastructure and ‘quieter routes’ through neighbourhood areas. However, until now, the actual status of that potential network in terms of its compliance with our planned standards has been unknown. To resolve this, over the past year, TfGM has undertaken a significant audit of the condition of those routes – see pages 22-24 of the Annual Report at Appendix 2.

3.34 700km of the proposed future network has been reviewed to determine what, if any, proportion could be considered to be to ‘Bee Network’ standards. This does not include infrastructure built since 2017 – all of which I have confidence is compliant with our Bee Network standards, since it has been subject to TfGM’s rigorous design assurance process. Hence, the audit focused on streets that either have legacy schemes that pre-date these standards or have had no recent treatment at all. The audit reveals that only 16.5km of existing infrastructure and quiet streets could be considered compliant. Therefore, part of the potential future approach should be to introduce targeted sub-programmes to, where possible, bring the remainder of this up to standard.

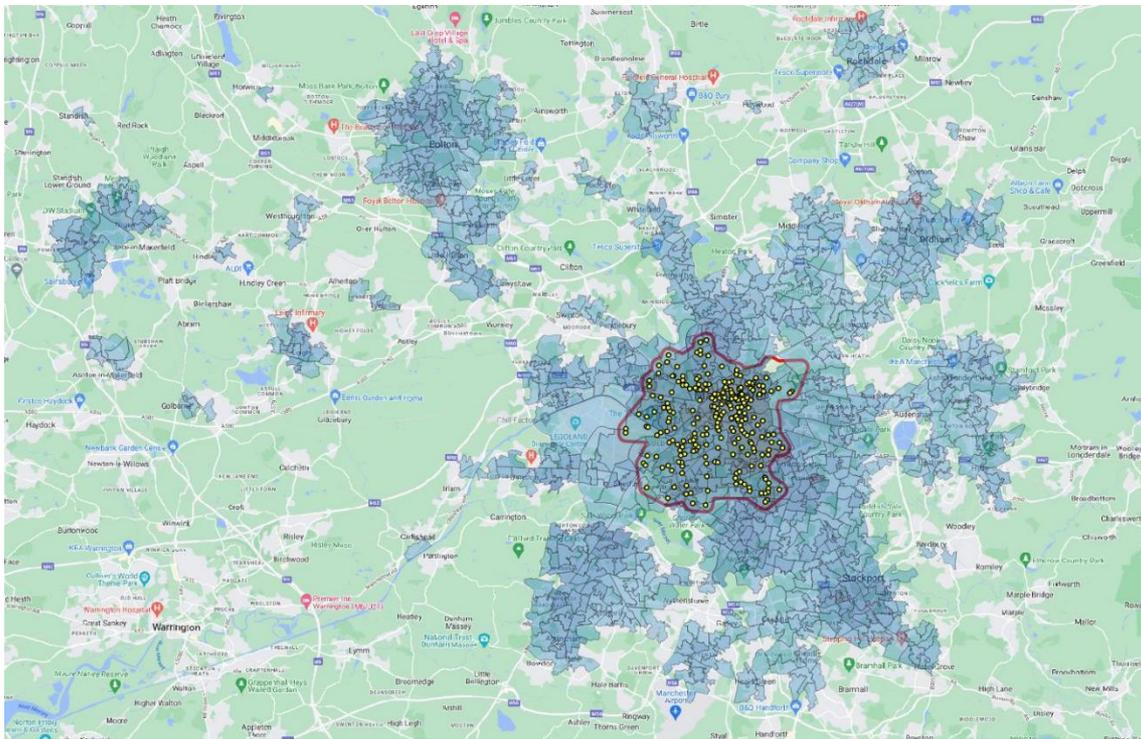
- 3.35 A significant proportion of the planned network does require substantial, sustained investment to bring it up to appropriate standards for walking, wheeling and cycling, what the audit also reveals is an opportunity for a relatively widespread range of 'quick win' actions, particularly those focused on improving conditions for those walking and wheeling.
- 3.36 These would be 'high volume/low cost/low complexity' actions, including tackling pavement pinch points, and side road crossings that lack basic pedestrian facilities such as dropped kerbs or tactile paving. These are primarily deficiencies that could be considered highways maintenance and renewal. I suggest that £250m over approximately ten years would make significant inroads into these 'quick wins', and support access on foot and wheel to schools, public transport and local centres. The recent announcement of additional highways maintenance funding could support delivery of this component of these proposals and work could commence almost immediately on these simple actions.

### **Cycle Hire expansion and integration**

- 3.37 The Cycle Hire scheme continues to perform well, with a plan in place to mitigate the impact of damage and loss of bikes caused by antisocial and criminal behaviour. Pages 32-34 of the Annual Report at Appendix 2 highlight the outcomes of the scheme to date.
- 3.38 TfGM has carried out a feasibility study for a Greater Manchester-wide cycle hire service, beyond the regional centre, and the areas identified with the strongest potential for a cycle hire scheme are shown on Figure 5 overleaf. It is recommended that these areas be adopted for future planning purposes. Any future expansion will be informed by the operation of the existing scheme. Agreement is required on the ultimate phasing of this potential expansion, but it is suggested that this should be focused on integration with public transport and locations that based on experience to date are likely to support higher usage per bike than other areas. Consideration could also be given to modifications to the current operational footprint to respond to current and future conditions. One potential use of cycle hire is to provide 'first mile/last mile' connectivity.
- 3.39 Integration of cycle hire services into wider ticketing for the Bee Network would be supported by having a plan for expansion. This would give a clear purpose for integrated ticketing so that seamless journeys from home to destination could be made by hopping on a hired cycle, riding to an interchange or stop, making a public

transport journey by bus, tram or rail (eventually) and then picking up a hire cycle at the opposite end of this trip.

**Figure 5: GM-wide Cycle Hire expansion proposal**



3.40 This would represent a total service of approximately 8,000 cycles supported by around 1,000-1,500 'stations' (small groupings of cycle hire docks). These would be placed strategically to integrate with public transport and origin/destination locations in local centres. Ordinarily, stations would not be more than 500m apart.

3.41 Achieving this vision is subject to development of a specific business case for expansion and may include other forms of shared mobility (subject to consultation) such as: for hire e-scooters, cargo bikes, some forms of adapted cycles and longer-term options for rental. It will also be important as this plan is developed to consider the type of bicycle, as many users would prefer e-assist bikes as opposed to solely mechanical bikes. Based on the experience to date of running the phase 1 Cycle Hire service, careful consideration of criminal and anti-social behaviour will have to be made throughout any expansion. This will include providing secure cycle parking facilities to deter theft and vandalism.

3.42 Progress has been made on exploring ticketing options on Cycle Hire, including making offers available for Our Pass. There was low take up of these offers, which may relate partly to the footprint of the service, and also to concerns over personal

safety whilst riding amongst younger road users. Discussions on this and promotions to all market sectors continue.

3.43 All of the above would represent a commitment to Active Travel focused investment of circa £1bn over the medium to long term. Table 3 summarises the £1bn proposed future pipeline.

3.44 The balance of the funding required (£2.4bn) for the envisaged network would have to be delivered through investment directed at wider place-based outcomes, such as those being delivered through the current Streets for All and Bus CRSTS programmes.

3.45 Similarly, there are LUF funded regeneration schemes such as Oldham Town Centre, and private developer-funded improvements negotiated with local planning authorities, which deliver high quality interventions to enhance and connect to the wider Bee Network. The A34 improvement scheme is one example of a major infrastructure project which will include comprehensive walking, wheeling and cycling facilities. Rail capacity enhancements and station improvements will also create new hubs and add active travel facilities to the network.

**Table 3: Proposed longer term Active Travel Pipeline.**

<b>Programme Element</b>	<b>Value</b>
Pipeline of MCF/ATF unfunded/developed schemes	£200m
Traffic signal junctions without pedestrian facilities	£54m
Existing crossing upgrades	£83m
Accessible neighbourhoods	£400m
Maintenance and renewal	£250m
Cycle Hire expansion	Cap: £15m Rev: tbc
<b>Total</b>	<b>c£1bn</b>

**Cycle Hubs and cycle parking (see page 38 of the Annual Report at Appendix 2)**

3.46 A review has commenced on Cycle Hubs. There are existing issues relating to the management and maintenance of the Hubs. They are generally underutilised, although the Hub at Media City is popular. It is recommended that TfGM and its partners develop a model for good practice in terms of what ‘Bee Network’ standard cycle parking should be. The forthcoming LTP refresh should enable this, and we can reconfirm our approach to continued investment at that time. It proposed that a further paper on that topic is brought to this committee in due course.

3.47 Regarding other cycle parking offers, members will be aware of the Bicycle Locker Users Club (BLUC). This scheme has become life expired and, in addition, both Metrolink and rail operators have requested its removal on safety grounds. It is proposed that TfGM phase out this scheme by closing the programme to new users, removal (after contacting current users) and replacement (where necessary) with alternative suitable cycle parking if that does not exist. Funding opportunities are being explored to enable this to happen with the least impact on existing users. Lessons learnt from this will help inform the development of a new Bee Network cycle parking standard.

### **School travel policy**

3.48 At present, many school journeys in Greater Manchester that could be made by active travel or public transport are currently made by private car, negatively impacting health, road safety, the environment, congestion, and children's independence.

3.49 In 2022 61% of 5- to 10-year-olds walked, wheeled, scooted or cycled to school (Travel Diary Survey). This is above the national target of 55%, but 84% of households in Greater Manchester are within an 800m walk of their nearest primary school, suggesting that more journeys could be made actively. The survey also found that only 50% of 11- to 16-year-olds travelled actively to school, despite 70% living within a 2-mile walking distance of their school.

3.50 The arrival of the Bee Network, as well as a refreshed mission for active travel in the city-region, provides an opportunity to review how young people are supported to travel for education and develop a new, holistic policy for future provision.

3.51 A draft strategy document is now being produced and engagement with schools, local authorities and other key stakeholders will be core to its development. We plan to consult on the draft strategy in 2024.

### **Training including Bikeability**

3.52 I am committed to bringing together an expanding, accessible and diverse range of training offers to suit local needs that reaches all residents of Greater Manchester by 2025. This includes collaborating with Bikeability and local authority partners to achieve their ambition to ensure that every child can achieve level 2 Bikeability by 2025. TfGM are going to review the delivery of this training in Greater Manchester in order to develop an updated model suitable to achieve these ambitions.

3.53 Currently training is funded by direct grants from Bikeability to the local authorities, other short-term funding from Active Travel England, and a contribution from levy funding. Part of the review will be to look at the outcomes of training, and how co-ordination can better achieve the ambitions above.

## Appendix 1: Larger versions of the maps at Figures 2 - 4

### Figure 2: Bee Active Network (v3): the updated Network Vision

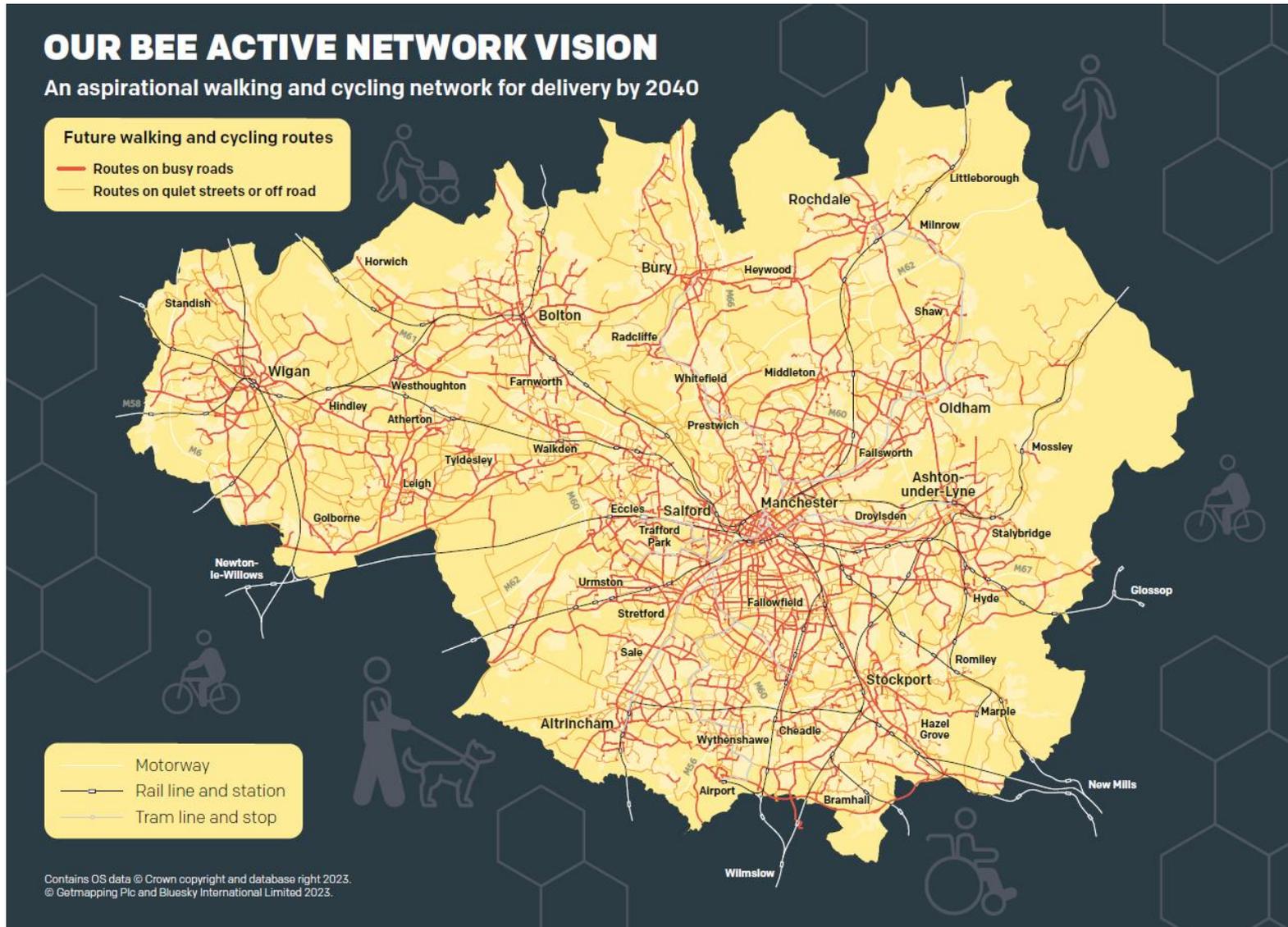




Figure 4: Bee Active Network routes completed to date and in development

