Manchester City Council Report for Resolution

Report to: Neighbourhoods and Environment Scrutiny Committee – 28

February 2017

Subject: Cycle City Ambition Grant

Report of: Deputy Chief Executive, Growth and Neighbourhoods and

Interim Director of Highways

Summary

The purpose of the report is to update members on the delivery of cycling infrastructure and the schools programme funded through the first and second phases of the Government funded Cycle City Ambition Grant (CCAG).

Schemes funded through CCAG phase 1 are now largely complete and results from initial monitoring and evaluation work are now available. The findings from this work suggest that the infrastructure has led to increased levels of cycling where improvements have been introduced. CCAG phase 2 schemes are currently in the early development stages. Lessons learnt from phase 1 schemes will be incorporated into future scheme design and construction.

Beyond these schemes, the Transport 2040 Strategy, developed by Transport for Greater Manchester (TfGM) and the district councils, aims to establish cycling as a recognised and attractive component of our future integrated transport offer with an aspiration for 10% of all trips to be made by bike.

Recommendations

That the Scrutiny Committee members note and comment on the content of this report.

Wards Affected:

Rusholme, Moss Side, Fallowfield, Old Moat, Withington, Didsbury West, Baguley, Brooklands, Woodhouse Park, Didsbury East, Cheetham, Crumpsall, Harpurhey, Higher Blackley, City Centre, Hulme, Whalley Range, Chorlton, Chorlton Park

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Cycle City Ambition Fund Bids – TfGM M 2040 Transport Strategy – TfGM

1.0 Introduction

- 1.1 Creating the conditions that encourage higher levels of cycling is an important part of creating a more sustainable transport network and a more liveable city. A significant number of respondents to the Our Manchester Strategy consultation requested that improvements be made to cycling infrastructure within the city. With a growing population and increasing levels of congestion, encouraging more sustainable modes of transport such as cycling, walking and public transport will be crucial if we are to accommodate the growing demand for travel across the conurbation. Improving our network of cycling infrastructure will play an important part in achieving this shift towards sustainable transport.
- 1.2 In 2013, the Government announced the Cycle City Ambition Grant (CCAG), a £148m national investment, initially over two years, to improve cycling infrastructure, making cycling easier and safer for existing cyclists and giving more people the confidence to take up cycling. The CCAG programme was then extended in 2014 with a further £114m nationally for the period to 2018.
- 1.3 In response to the 2013 announcement, TfGM and the ten Greater Manchester authorities developed a 12 year Cycle City Vision and associated Cycle City Programme, with the aim of transforming the quality of facilities for cyclists in Greater Manchester. This strategy supported a successful bid to phase 1 of CCAG for £20m to fund the first two years of the Cycle City Programme.
- 1.4 In 2015, Greater Manchester was successful in its bid to phase 2 of CCAG for a further £22m to fund schemes in the Cycle City Programme up to March 2018.
- 1.5 Within Manchester, the strategy identified a number of priority corridors across the city, connecting residents to district centres, the regional centre, and other key destinations. This prioritisation informed the development of a number of ambitious schemes, which were funded through CCAG phase 1 and are now either complete or nearing completion. Initial monitoring and evaluation work to assess the impacts of key schemes has now concluded, and lessons learned from this process will inform the development of further corridor schemes planned as part of CCAG phase 2.
- 1.6 It was agreed by the Combined Authority that part of the funding from CCAG phase 2 should be allocated to provide higher quality cycling infrastructure within the City Centre. Manchester City Council therefore plans to work in partnership with TfGM to develop a framework for investment in City Centre Cycling Infrastructure which we propose to integrate as an element of a refreshed City Centre Transport Strategy (CCTS).
- 1.7 The purpose of this report is to provide updates on the delivery of schemes in Manchester funded through CCAG phase 1 and the current status of schemes to be funded through phase 2 as follows:

CCAG phase 1

- A summary of already completed schemes, including the Schools Programme.
- The Bridgewater Cycleway.
- The Wilmslow Road Cycleway, including monitoring and evaluation.

CCAG phase 2

- The proposed route along the Chorlton Road corridor.
- Improvements to City Centre cycling facilities linked to the refresh of the City Centre Transport Strategy (CCTS).
- The Schools Cycling Programme and other ongoing activities undertaken with schools to promote cycling.
- 1.8 Whilst the CCAG funding represents a step-change in provision for cycling across Greater Manchester, and has helped to deliver a network of key cycling routes spanning the City Region, further funding will be required to develop the comprehensive network needed to achieve the aspirations set out in the GM 2040 Transport Strategy. This issue is referred to in the final section of the report.

2.0 CCAG Phase 1

- 2.0.1 Across Greater Manchester, schemes funded through CCAG phase 1 are now largely complete, with TfGM and the districts undertaking work to monitor and evaluate the impact of the schemes. TfGM have collected baseline and post-implementation cycle count data for most of the major CCAG phase 1 schemes but have not yet analysed all of this data so we are not currently able to report on the results in a fully comprehensive way.
- 2.0.2 It is intended that this data will be used by TfGM for a monitoring and evaluation report for the whole CCAG phase 1 programme. It is likely that this will be submitted to the Department for Transport (DfT) to help monitor the impact of the funding at a national level, but there is no confirmed timetable for this at present.

2.1 Completed CCAG schemes

- 2.1.1 A number of CCAG phase 1 funded cycle routes and improvements located, or with sections, in Manchester are now complete (maps are available in Annex 1).
- 2.1.2 The Airport Cycleway consists of a series of new and improved on and off-road links creating a high quality route through Wythenshawe from Manchester Airport to Roundthorn, Medipark, Wythenshawe Hospital and then via Brooks Drive and Brooklands Road to the Bridgewater Cycleway. The route is now complete. The scheme cost was £756,500.
- 2.1.3 The Ashton Canal Cycleway is an off-highway route from Ashton under Lyne to Manchester City Centre. This route provides an off-road cycle link between Ashton and Manchester City Centre by upgrading 8km of the Ashton Canal towpath, including links into Ashton town centre, Guide Bridge rail station, the National Cycling Centre and Manchester City Football Club. These works

- have been completed by the Canals & River Trust. The final cost of the scheme is in the region of £1,448,000.
- 2.1.4 The East Didsbury Cycle Link links the Stockport Cycleway and the Wilmslow Road Cycleway to create a complete route between Stockport and Manchester centres. Improvements include new lighting, resurfacing and improved signage between East Didsbury Metrolink Station and Parrs Wood Lane tunnel. The route is now complete and has cost £196,000 to deliver.
- 2.1.5 The Stockport Cycleway is a largely off-road route linking Cheadle and Stockport Town Centre to the Wilmslow Road Cycleway via The Trans Pennine Trail and East Didsbury Cycle Link. The route is now complete and the section in Manchester cost £186,000 to deliver.
- 2.1.6 Some minor improvements were also funded through CCAG phase 1 on Cheetham Hill Road, including a cycle by-pass for northbound cyclists at Manchester Fort and improvements to cycle lanes at the junction of Bridge Street.
- 2.1.7 In addition to cycle lanes, CCAG phase 1 funds in the region of £770,000 have been allocated to improve cycling facilities at a number of schools and colleges in Manchester. The table below provides a summary of the measures that were funded at each school or college. TfGM is also providing training and other support to ensure facilities are well used (see Section 3.3 for more detail). Surveys have been carried out to understand the impact of the provision, but TfGM have not yet analysed the results and drawn conclusions. This information will be provided to members when available.

School / college	Measures funded through CCAG phase 1
Connell Sixth Form College	Additional cycle parkingOff-site infrastructure improvements in the vicinity
East Manchester Academy	 Upgraded student cycle parking and install visitor cycle parking Part-funded the construction of cycle workshop Designed and constructed a cycle skills area Off-site infrastructure improvements in the vicinity
Manchester Communications Academy	 Upgraded student cycle parking Installed cycle storage container Developed cycle skills area Off-site infrastructure improvements in the vicinity
Newall Green High School	 Provided student and staff cycle parking Improved cycle lanes and road layout within school premises Relocated existing fencing to improve access and security
Parrs Wood High School	Upgraded student cycle parkingInstalled cycle compound

	 Provided cycle workshop area Installed additional CCTV cameras to provide coverage of the cycle parking Refurbished changing room to provide facilities for staff cycling to school
Xaverian Sixth Form College	 Provided staff, student and visitor cycle parking Installed new lighting and CCTV to provide coverage of the cycle parking Converted an old store room into cycle storage and workshop facility Fitted tow bar to college minibus and purchase a 12 bike trailer Off-site infrastructure improvements in the vicinity

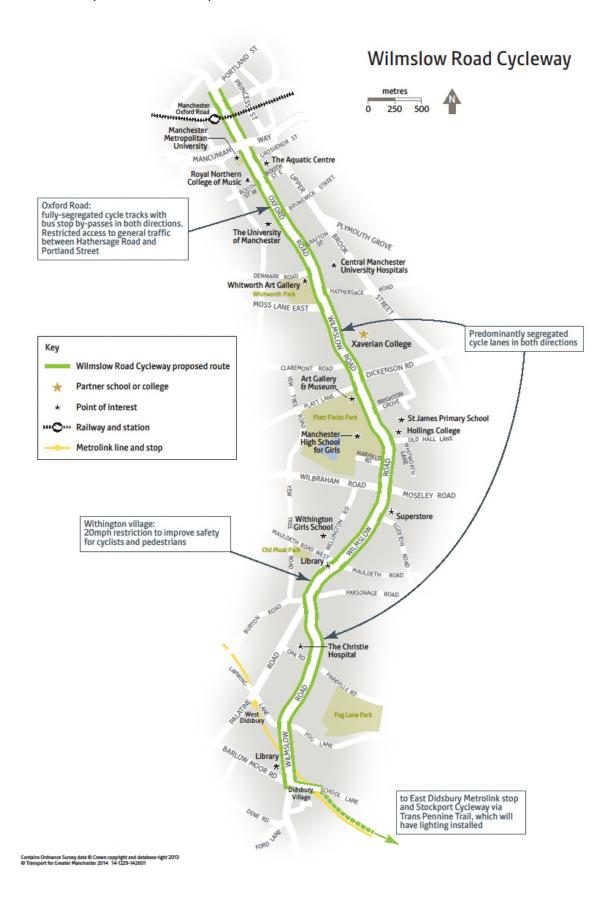
2.2 Bridgewater Cycleway

- 2.2.1 The Bridgewater Cycleway creates a traffic-free cycle route from the south west of the conurbation along the Bridgewater Canal towpath right into the heart of Manchester City Centre. An access link to Salford Quays has also been provided.
- 2.2.2 The original design of the scheme included remodelling of the junction of Deansgate and Whitworth Street West, where the route enters the City Centre. Following detailed design work, a more accurate costing exercise was undertaken which incorporated more extensive carriageway surfacing, necessary as a result of the degradation of the existing carriageway, and also additional works to traffic signalling to mitigate impacts on congestion. This analysis concluded that this element of the works could not be progressed within budget. Some of the original funding will however be used to provide signage to improve the legibility of the route from the canal to Deansgate. These works will be completed in early 2017. It is intended that the remaining funds will be reallocated to funding the Wilmslow Road Cycleway (Section 2.3).

2.3 Wilmslow Road / Oxford Road Cycleway

- 2.3.1 The Wilmslow Road / Oxford Road Cycleway has been designed to provide a transformational improvement in the quality of cycling infrastructure on the most heavily used cycling corridor in the city, which has also historically had the highest number of cycle casualties.
- 2.3.2 The route has been delivered in two distinct sections:
- The Wilmslow Road Cycleway, between East Didsbury and Rusholme, which is now complete, delivered by Manchester City Council and fully funded through CCAG phase 1. The final cost of the Wilmslow Road Cycleway was £7,578,000.
- The Oxford Road Cycleway, between Rusholme and the City Centre, due for completion in spring 2017. This is being delivered by TfGM as part of the Cross City Bus Priority Package, and is part-funded through CCAG phase 1.

2.3.3 A map of the route is provided below.



- 2.3.4 The design of the cycleway has sought to cater not only for the needs of existing and new cyclists but also the needs of all other users including pedestrians (including those with restricted mobility), buses and bus users, general traffic, emergency services and local businesses. Extensive consultation was undertaken with users and stakeholders during the predesign and design phases to help achieve a sensible balance in road space allocation. Every effort has been made to limit adverse impacts on business and residents and a number of design changes were made in response to local concerns.
- 2.3.5 Wilmslow Road is an extremely busy corridor, estimated to carry over 10,000 cars, 1,800 buses and 1,400 cyclists per day on average in 2015. In addition, the road passes through the busy district centres of Didsbury, Withington and Rusholme, which have high levels of pedestrian footfall in the vicinity of the cycleway. Construction of the cycleway was therefore very challenging and, whilst efforts were made to minimise the impacts of these works, pedestrians and road users on the corridor experienced disruption to their journeys, typical of any major programme of construction works, during the construction phase.
- 2.3.6 Following completion of the Wilmslow Road Cycleway in April 2016, Manchester City Council has undertaken a six-month monitoring review of the scheme, with support from TfGM. In order for the monitoring to provide as representative a picture as possible, a number of the elements, such as the survey and the traffic counts, were delayed until October 2016 to allow the student population to reach its term-time peak. The review was produced in the context of ongoing road closures required to complete the cycleway and Bus Priority works on Oxford Road, which are likely to be causing disruption and delays to general traffic on Wilmslow Road. With the Oxford Road section of the cycleway still under construction, the full segregated route to the City Centre is not yet complete and it is anticipated that cycling levels will increase further following completion of these works.
- 2.3.7 This review includes collection and analysis of the following information:
 - A Stage 3 Road Safety Audit (RSA) of the route, in line with best practice for significant highways schemes. This has identified a number of specific issues with the new infrastructure and has recommended improvements, predominantly involving minor changes to signing and lining and resurfacing of the cycleway.
 - A summary of comments received since scheme implementation, including from councillors, the public, businesses, emergency services and bus operators;
 - A summary of public perceptions of the scheme based on a postimplementation survey of users of Wilmslow Road, including pedestrians, cyclists, bus users, motorists and businesses.
 - Counts of cyclists using the route, before and after scheme implementation;
 - Collision data before and after scheme implementation;
 - Observations along the route from CCTV cameras that capture interactions between cyclists and pedestrians or motor vehicles; and
 - Journey time information provided by TfGM collated from Bluetooth data.
 - Journey speed data provided by TfGM and bus operators.

- 2.3.8 The final Monitoring Report is now complete and the full text is provided to members alongside this report. The key findings are set out below:
 - Number cyclists on the corridor: The number of cyclists has more than doubled when counted in October 2016 compared to data from March 2015. Even accounting for unseasonably warm weather in October 2016, levels of cycling on Wilmslow Road were still 50-80% higher than would have been expected without the introduction of the cycleway.
 - Journey Times and Speeds: Whilst journey times increased during the
 construction phase, post-completion journey times and speeds are now
 approaching pre-construction levels. The impact of the ongoing works to
 improve bus and cycling infrastructure on Oxford Road has impacted journey
 times but may also be reducing traffic flows on the Wilmslow Road corridor by
 diverting traffic onto adjoining corridors into the City Centre.
 - Road collisions: Analysis of road collisions shows:
 - As the number of cyclists has almost doubled on the corridor, the number of collisions might be expected to increase, which has not happened.
 Further monitoring over a longer period is required to confirm these findings.
 - Road collisions involving pedal cycles, where they are taking place, are
 more limited to where vehicles are turning into and out of side roads, with
 the severity of the incidents also reducing.
 - No road collisions involving pedal cyclists and pedestrians have been recorded by Greater Manchester Police;
 - Road collisions along the corridor involving non-cyclists remain at a similar level to 2015.
 - Behavioural Review from CCTV footage: This shows that the majority of
 cyclists are utilising the new cycling infrastructure as designed. There is
 evidence of respectful interactions where pedestrians cross the cycle lane or
 are waiting for buses, but there remain concerns over conflict between cyclists
 and pedestrians who find themselves in the cycle lane.
 - Perception Survey: Although limited in response rate, the survey shows:
 - Cyclists responded very positively to the introduction of the segregated cycleways. The kerb segregated cycleways and early green traffic signalswere the most positively received features.
 - Bus user responses were generally neutral.
 - Motorists and pedestrians largely responded negatively towards the scheme. Over 40% of pedestrians and motorists stated that the kerb segregation, cycle lanes behind parking bays and bus stops were either poor or very poor.
 - Issues raised by third parties: Retailer groups, particularly in Rusholme, have raised concerns over pedestrian safety when crossing the segregated cycle lanes and at the bus stop by-passes. Concerns have also been raised by bus operators over reduced carriageway widths and junctions reduced to a single lane approach.
- 2.3.9 Due to unforeseen delays, work to assess the impact of key elements of the scheme on disabled users will not be completed until March 2017. This will be appended to the Monitoring Report when it becomes available.

- 2.3.10 A number of specific improvements have been identified for implementation along Wilmslow Road informed by the Road Safety Audit in addition to feedback received from bus operators and other users of the corridor relating to safety. These measures will be implemented in Spring 2017 and include:
- Reducing the width of central islands at specific pinch points to make passing easier, particularly for buses (e.g. Rusholme).
- Resurfacing the cycle lane where carriageway conditions are poor.
- Improving the clarity of shared and segregated footway in some locations to improve pedestrian-cyclist awareness.
- Installing 'share with care' and warning signs to promote safe pedestriancyclist awareness.
- 2.3.11 The review has also provided a series of recommendations, which will help to inform further improvements to the Wilmslow Road corridor and the design of future large scale cycling provision, such as the proposed route along the Chorlton Road corridor (Section 3.1):
 - Further monitoring: Further monitoring is required over a longer period of
 time to gain a more accurate picture of usage and assess the infrastructure as
 it becomes more familiar and accepted. As cycling levels continue to increase
 it will also be important to monitor the longer-term effects on local businesses
 and to better understand how cycling and the associated infrastructure can
 contribute to the sense of 'place'.
 - **Education Programme**: Programmes of safety education for all road users should be carried out, including targeted campaigns for future schemes, particularly where busy district centres are affected. It is recommended that a component of the budget for each scheme is allocated to this.
 - Design Guidance: Current design guidance is reviewed by TfGM and the Greater Manchester authorities, and it is recommended that this review takes account of the findings of this report. In particular, the minimum carriageway and footway widths that were used on some of the busier stretches of Wilmslow Road are considered to be too narrow, leading to carriageway pinchpoints and pedestrians in the cycleway. For future schemes, it is recommended that narrower minimum cycleway widths and wider footway and carriageway widths are considered in such situations. However, minimum cycleway widths should allow them to be mechanically swept and sustainably maintained. Further consideration should to be given to the operational and cost implications of maintaining narrower segregated cycle lanes
 - **Materials**: It is recommended that a single, standard green be adopted for all cycle lane provision to ensure consistency across all schemes.
 - **Light Segregation**: Light segregation, such as plastic fixtures bolted down to the road, require review in terms of the longevity of products where there is risk of damage due to buses, illegal parking and HGVs.
 - Back to Back Kerb Segregation: It is recommended that back to back kerb segregation is considered for wider use in future cycle infrastructure schemes, as it provides a high level of segregation with low maintenance requirements and allows for more carriageway space to be retained, compared to other types of segregation.
 - **Junction and Road Capacity**: It is recommended that on major road corridors the introduction of segregated cycleways should ensure operational junction and road capacity remains neutral. In future, more consideration should be

- given the measuring capacity in terms of 'total people movement', including public transport, cycling and walking, rather than vehicle movements.
- **Side Roads**: It is recommended that designs include tightening of radii on side roads, in order to slow vehicles turning onto the main carriageway, helping to improve safety for cyclists and pedestrians.
- 2.3.12 It is recognised that evaluations such as this have traditionally focussed on impacts from a traffic and transport perspective, with less detail on wider neighbourhood and local economic impacts. We will look to expand our monitoring activities on Wilmslow Road to take account of these wider considerations and will build these in to future evaluations.

3.0 CCAG Phase 2

3.1 The proposed route along the Chorlton Road corridor

- 3.1.1 The Chorlton Road corridor (B5218) forms an important radial route into the City Centre for both cyclists and general traffic between Chorlton and Manchester City Centre. The corridor also continues to the south of Chorlton district centre to provide connectivity to southern parts of Chorlton and the Hardy Lane corridor which provides links to the Trans Pennine Trail and Mersey Valley National Cycle Route 60.
- 3.1.2 There are similarities between the initial proposal for the Chorlton route and the Wilmslow Road Cycleway, with the proposed route intended to pass through a district centre with high pedestrian footfall and connect to the City Centre along a largely segregated corridor. It was therefore important that the recommendations of the Wilmslow Road monitoring report were finalised and considered before making the decision to proceed with further design work on the Chorlton route. Lessons learned from Wilmslow Road can now be used to inform the design process and the best possible scheme can be delivered within the funding available.
- 3.1.3 With the Wilmslow Road review now concluded, MCC is beginning a review of initial design work for the Chorlton scheme that was carried out as part of the CCAG phase 2 bid to fix the scope of the scheme in the context of the findings from Wilmslow Road. Residents, local members and stakeholder groups will be consulted as part of the scheme development process. A broad, provisional timetable for this process is given below:
- Spring to Summer 2017 Design work
- Autumn 2017 Consultation
- Winter 2017 to Summer 2018 Construction
- Summer/Autumn 2018 Completion

3.2 City Centre Infrastructure

3.2.1 The CCAG phase 2 allocation included £1 million to improve cycling infrastructure in the City Centre. Some initial development work and consultation with cycling groups has identified a route through the Northern

- Quarter connecting Piccadilly and Victoria stations as a potentially attractive and deliverable option.
- 3.2.2 The precise route for the Northern Quarter Cycle Link is yet to be defined but feasibility work is currently underway. In addition to connecting Piccadilly and Victoria this route would also provide a convenient route to retail and employment destinations in the Northern Quarter. The route would run parallel to Great Ancoats Street, providing a cycle-friendly alternative to complement the proposed Growth Deal funded scheme on Great Ancoats Street itself. The Northern Quarter has a well-established cycling community and the initial proposal received broad support from the stakeholder community.
- 3.2.3 Initial work is underway to identify two high-level route options, broken down into sections, identifying challenges and opportunities for each. Highways in the area are mainly for local access only, so traffic levels are relatively low and lower-level interventions may be adequate to make some streets on the route more cycle-friendly.
- 3.2.4 Route options will be ready for consideration by MCC, and TfGM as project sponsor, in early 2017. This will then be followed by a stakeholder consultation and review of these options, in order to progress to detailed design and construction.
- 3.2.5 As part of the refresh of the City Centre Transport Strategy (CCTS) it will be important to integrate any new cycling infrastructure, such as the Northern Quarter route, into a wider consideration of the roles of different city centre streets and a multi-modal approach to meeting future demands. The CCTS refresh will include work streams. for highways, parking, bus routes, Metrolink and pedestrian friendly streets, bringing all of these elements together to consider the overall movement and place functions of key streets in the City Centre. Through this process, plans to improve cycling infrastructure will be integrated into a cohesive transport network plan, designed to accommodate anticipated growth across different modes of transport in the City Centre.

3.3 Schools Programme

3.3.1 Funding of £300,000 from CCAG phase 2 has also been made available to improve cycling facilities at a number of schools and colleges in Manchester. Works are expected to start during 2017. A summary of the proposed works is provided in the table below.

School / college	Measures proposed through CCAG phase 2
Chorlton High School	 Secure cycle shelters and additional cycle stands New staff changing facilities Improve infrastructure on access routes
Loreto High School	 Secure cycle shelter Improved staff shower room Install visitor cycle parking

	Improve infrastructure on access routes
Manchester Enterprise Academy	 Cycle parking for students and visitors. Staff lockers and drying facilities Improve infrastructure on access routes

- 3.3.2 TfGM are also running a complementary programme of works funded through the Local Sustainable Transport Fund and the Sustainable Travel Transition Year to ensure that the schools and colleges are in a position to take advantage of the works once complete. This includes the funding of a full time officer from Sustrans. Initiatives include:
- Offering training to staff (e.g. maintenance, ride leader training)
- Dr Bike maintenance sessions for students
- After-school clubs
- Assemblies and in-curriculum activities
- A pool of mountain bikes and equipment
- 3.3.3 In addition to the programmes in secondary schools and colleges described above, MCC is supporting the provision of cycle training in primary schools. These "Bikeability" courses are delivered by the charity BikeRight! and provide cycling skills based on government approved National Standards for cycle training. Local primary schools are offered Bikeability training for their pupils, with 5,075 Manchester children taking part in over 500 courses in the last year. Schools taking part have seen an increase in cycling participation, with the number of children riding to school at least once a week increasing from 4% to 10% on average after receiving the training. The DfT has allocated £50 million to the national Bikeability programme from 2016-17 to 2019-20.

4.0 Future Funding

- 4.1 Whilst the CCAG funding represents a step-change in provision for cycling across Greater Manchester, and has helped to deliver a network of key cycling routes spanning the whole City Region, further funding will be required to develop the comprehensive network needed to support higher levels of cycling.
- 4.2 In Manchester, CCAG investments have been prioritised on routes that have the potential to deliver the greatest increase in cycling participation. Going forward, it is our ambition to build a more comprehensive network by developing schemes in areas not currently served by large-scale cycling provision, such as North Manchester.
- 4.3 The 2013 GM cycling strategy business case stated that, over the longer term Greater Manchester is committed to work, in conjunction with the DfT, to find further funding of approximately £10 million per year for Greater Manchester. This could come from a range of capital and revenue sources including health, the third sector, TfGM/district spend on cycling, private sector sponsorship and future local and central government sources.

5.0 Recommendation

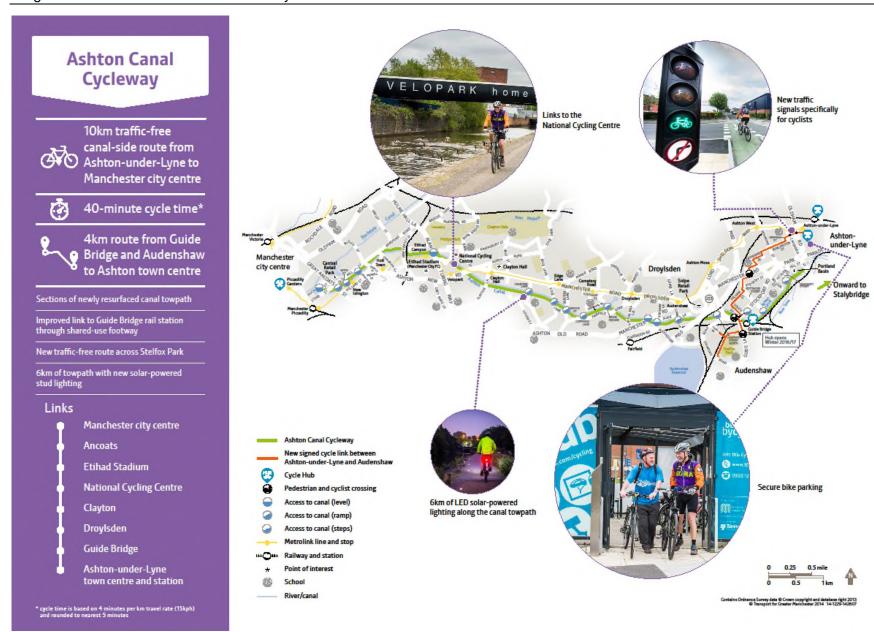
5.1 Recommendations appear at the front of the report.

Annex 1 – CCAG phase 1 scheme maps

A4 copies of maps are provided below. Higher resolution PDF versions of these maps can be found online by following the links below. Larger printed versions of these maps are available from TfGM and some of these will be available for members at the Scrutiny Meeting:

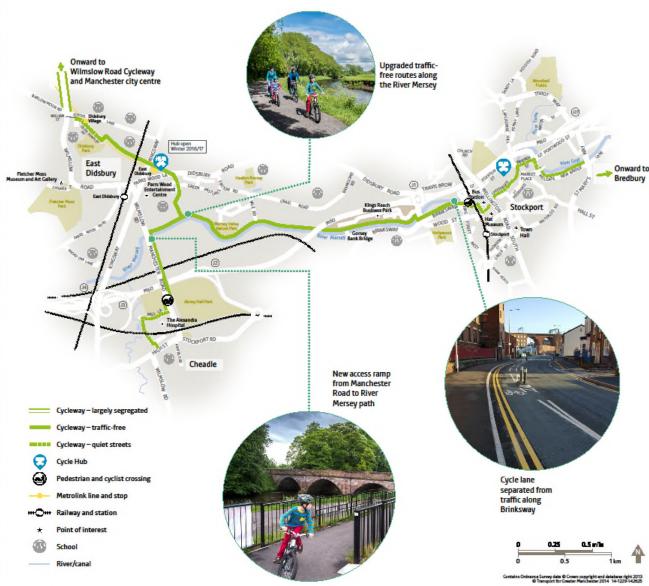
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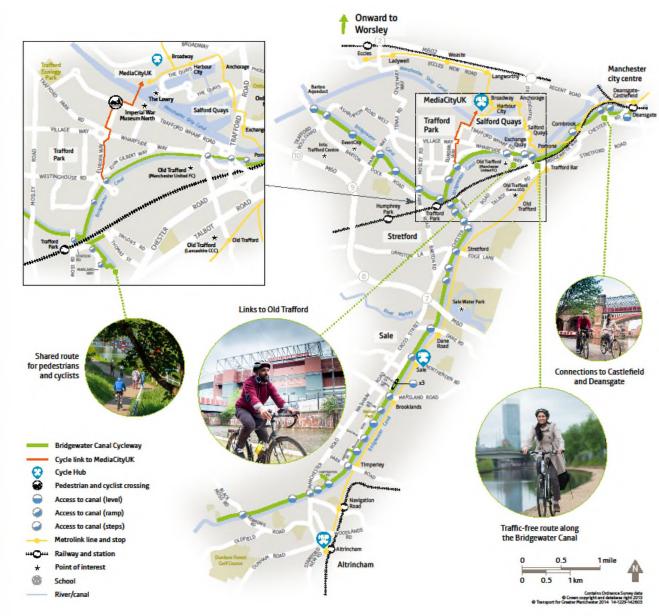


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