

Active Travel - Appendix 5

Greater Manchester Walking and Cycling Progress Report

The following Cycling and walking update and forward look report was produced for Greater Manchester's Transport Committee for the 9th October 2020 meeting.

1. COMMISSIONER'S FOREWORD

1.1. It is now three years since the recommendations in Made to Move were approved by the GMCA. I am immensely proud of what has been achieved working alongside Transport for Greater Manchester (TfGM) and Greater Manchester's 10 local authorities.

1.2. Our plans to deliver the UK's largest ever walking and cycling network - the Bee Network - are now coming to fruition. The groundwork has now been laid for building programme throughout 2021 with 26 new routes or junction upgrades, creating 55 miles of world class 'Beeways' – our name for walking and cycling routes that give people the protected space they need to get from A to B on foot or by bike. Early 2021 will also see the launch of Phase One of our GM bike hire scheme with a 1,500 strong initial fleet, including e-bikes.

1.3. This is an immensely exciting time to be involved in active travel. One silver lining to the Coronavirus pandemic is that it has made thousands of people fall back in love with the idea of leaving their cars at home, making every-day trips healthier, more pleasant and safer for everyone. The government's recent *Gear Change* announcement is unprecedented and should pave the way for Greater Manchester to realise its ambition to become a true cycling and walking city region.

1.4. Progress has accelerated following the appointment in January 2020 by TfGM of Dr. Richard Nickson as Programme Director for cycling and walking. His role is to direct the largest single investment in transport in GM and to ensure the successful integration of active travel into the wider Our Network vision.

Chris Boardman - Greater Manchester's Cycling and Walking Commissioner

2. THE FIVE PILLARS

2.1. January 2020 saw the start of a new approach to take forward the action plan that will result in the successful delivery of GM's ambition. To enable progress on cycling and walking to be better understood and effectively tracked, [Made to Move's](#) 15 actions have been split into five 'pillars'.

2.2. The pillars are:

- 1. Strategy**
- 2. Infrastructure**
- 3. Access to active travel**
- 4. Safety and technical policy**
- 5. Activation**

This update report has been structured in this way to provide a broad look at the key achievements of the last 12 months and what the priority actions are planned up to December 2021.

3. STRATEGY

3.1. Since the publication of [Bee Network infrastructure proposal](#) in June 2018, the 10 GM local authorities and TfGM have made significant progress in developing an infrastructure network plan and a pipeline of schemes to deliver the Bee Network. In total the 1,800 mile Bee Network, which would connect every neighbourhood of GM, will cost £1.5 billion and needs to be delivered by 2028 to meet the 10-year timescale in Made to Move.

3.2. *Change a Region to Change a Nation*, Greater Manchester's walking and cycling investment plan, published in January 2020, sets out the programme's priorities to the government and how it helps to deliver the *Our Network* vision. This included the £500m

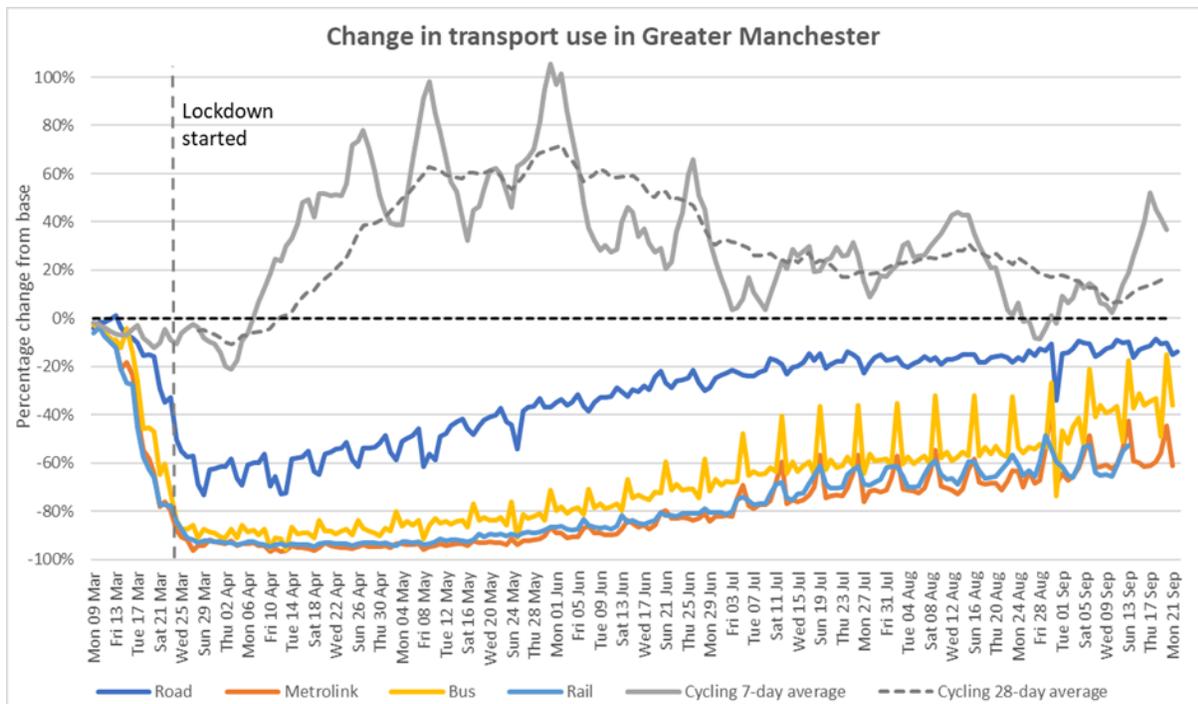
of infrastructure schemes which would deliver 420 miles of the network is currently being delivered or developed, of which a further £215m funding is required.

3.3. In July 2020 the Prime Minister launched '*Gear Change: a bold vision for a travel revolution in England's streets, towns and communities,*' backed by a £2 billion funding commitment, a revision of the Highway Code and a new cycling infrastructure design guide. Details of how this funding will be distributed is expected to be announced after the next fiscal event.

3.4. TfGM is also now working on an update of its five-year plan in relation to the 2040 strategy, of which active travel forms an integral part. Early next year, a *Streets for All* strategy will also be published by TfGM, including the outcome of the orbital corridor studies that were commissioned.

3.5. The response to Covid-19 has accelerated interest in and investment available, for active travel to help the work on ensuring we Build Back Better and to support Safely Reopening GM. GM residents have told us in surveys that they want to walk and cycle more as a result of the lockdown and GM has been able to secure further investment to rapidly install popup protected space on roads, while also supporting public transport, to assist people get about without cars.

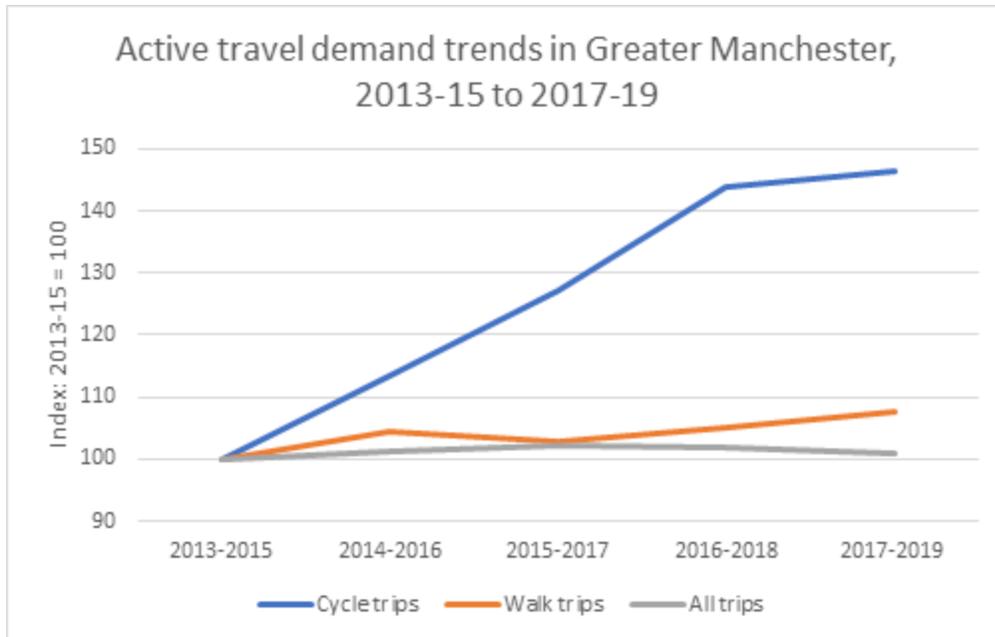
3.6. March 2020 onwards saw a significant rise in the numbers of people cycling for short journeys in response to the nationwide lockdown due to the coronavirus pandemic (see graph 1). Greater Manchester residents took to their bikes in large numbers almost double pre-lockdown levels, with up to 250,000 trips in a single day. At the same time, all other modes reduced the number of trips between 80% and 95%. During August there was a return to typical levels of cycling trips at this time of year although there are signs of strong growth again in recent weeks



3.7. TfGM’s Covid Recovery Survey, revealed that three in ten respondents said they found walking and cycling a good way to get around during lockdown; a fifth said they feel safer walking and cycling, due to less traffic in their area; nearly half claimed that the experience of walking and cycling during lockdown will prompt them to do so more often as restrictions ease; and one in ten also said they’ve either recently bought or are considering buying a bike.

3.8. The week ending Sunday 20 September 2020 saw an additional estimated 1.5 million trips on the GM transport network. This increase in trips was driven by an increase in active travel with the largest contribution in terms of trip number coming from walking, followed by cycling. Cycle activity was an estimated 15% up and walking activity was an estimated 11% up.

3.9. Localised data shows that where investment has been made in safer infrastructure it is showing strong growth. On the Bridgewater Canal, workday cycle volumes during September are 13% above the average for August. During the period 07:00 to 09:00 they are 56% above the same period in August. There has been week on week growth in cycling activity on the Oxford Road corridor with average work day volumes for September to date 28% above average work day volumes during August.



3.10. Based on three-year rolling average data from the Greater Manchester Travel Diary Survey, in the past four years, cycling trips made by Greater Manchester residents have increased by 46% whilst walking trips have increased by 8%. This compares with an increase in trips by all modes of around 1% (graph 2 above).

3.11. To help ensure our approach remains insight-led, Transport for Greater Manchester has developed a monitoring and evaluation plan for Greater Manchester’s investment in walking and cycling. This will track progress across the whole city region on key metrics including infrastructure delivery, cycling and walking levels, attitudes and perceptions, and key safety metrics. Scheme-level evaluation will also be used to measure the success of specific interventions at a local level.

4. INFRASTRUCTURE

Building the Bee Network

4.1. The creation of the UK's largest cycling and walking network – the Bee Network – will address the principle barrier to active travel which is a lack of safe space on the road, enabling millions more daily journeys to be made on foot or by bike.

4.2. Key projects completed in the last 12 months include the Bridgewater Canal Improvement scheme in Wigan, and the GM designed Cycle Optimised Protected Signals (CYCLOPS) junction which maximises the opportunities for safe cycling and walking whilst optimising the overall junction performance for all transport modes at Royce Road, part of Manchester's Chorlton beeway. The new cycling and walking routes across the Princess Road / Mancunian Way roundabout in Hulme are nearing completion.

4.3. Delivery of Bee Network walking and cycling routes is set to rapidly increase in 2021 with local authorities entering a very busy time. See Fig 1.

The infrastructure that will be delivered by December 2021 (both permanent and pop-up)



4.4. Over 2021, a further 26 cycling and walking routes or junction upgrades will be delivered across Greater Manchester, delivering 55 miles of new, high-quality routes.

4.5. Over £20m of scheme approvals have been granted to date with a further £95 million expected to be approved over the next six months. This follows useful feedback and lessons learned from the programme to date which are intended to speed up the approvals process.

4.6. Planned Bee Network scheme delivery by financial year (to 2023):

By April 2021: 4 miles

By April 2022: 88 miles

By April 2023: 126 miles

4.7. Several schemes are GM-wide and are managed by TfGM in collaboration with GM councils. This includes the GM wide Active Neighbourhoods scheme – the delivery of lowtraffic neighbourhoods - is being progressed by commissioning a specialist resource to develop one active neighbourhood in each district by trialling innovative, community-led approaches to scheme design. Engagement work will start in Autumn 2020. This will complement the other 12 district-led Active Neighbourhoods that have programme entry - including Salford, who over the summer started the first Active Neighbourhood trials in Greater Manchester in response to the coronavirus pandemic.

4.8. The GM Bee Network Crossings Programme will deliver safe crossings for people walking and cycling to connect quieter roads as part of the Bee Network. The first phase of the programme will deliver 18 crossings in Bury and the Harpurhey area of Manchester.

Consultation has been completed for the crossings in Bury and construction is due to start in the Autumn. The public consultation will commence in October with construction planned for early in the new year. Discussions have been had with all other eight districts and the proposed crossings locations have been put forward. This project will have a rolling programme of works with the design phase for the next tranche of crossings to commence in the coming weeks and delivery to follow after the work in Manchester has been completed. This is a TfGM led scheme with our internal team undertaking the design work.

4.9. Pop up walking and cycling facilities

4.10 In April 2020, as part of GM's response to the coronavirus pandemic, £5m was made available for local authorities from the Mayor's Cycling and Walking Challenge Fund to make it easier and safer to walk and cycle to aid social distancing and to give people an alternative to driving while public transport is limited. This was delivered as part of the Safe Streets Save Lives Campaign.

4.11. GM was also successful in receiving £3.1 million funding (tranche 1) from the Government's Emergency Active Travel Fund. The Fund made £250m available to local authorities in England to reallocate road space to walking and cycling quickly using pop-up measures such as point closure, cycle lanes and filtered neighbourhoods.

4.12. Dependent on a final funding settlement announcement (tranche 2) from national government, which is expected imminently, GM intends to deliver a total of 49 miles of pop-up walking and cycling routes.

4.13. Pop-up walking and cycling routes to be delivered:

Tranche 1: 25 miles

Tranche 2 (Town Centres): 18 miles

Tranche 2 (Regional Centre): 6 miles

4.14. Key pop up lanes already in place or underway include the A56 in Trafford and the A635 in Tameside as well as Liverpool Street in Salford. Pop-up low traffic neighbourhoods are also being put in in Trafford Manchester, Bolton and Salford.



Photo: Pop-up measures in Manchester, Trafford, Bolton and Salford

4.15 The pop-up facilities have already delivered significant increases in use. Traffic counts on Trafford Council's scheme on the A56 recorded increases of 200% in levels of cycling. Data from the AI sensor adjacent to the pop-up lanes on Deansgate show that, from 1 August 2020, cycling has been 63% above the same period in 2019.

4.16 During the continued covid social distancing restrictions and the decision to place the city in Tier 3 the priority is for safe travel and movement of pedestrians. At present there are no current plans to roll out any additional pop up cycle lanes in Manchester over and above those already installed or committed to as detailed above.

5. ACCESS TO ACTIVE TRAVEL

5.1. Safe space on the road is just one part of providing a comprehensive offer to enable active travel as part of an integrated GM transport system. A lack of the right equipment, skills or confidence can also be a barrier. Access to a good quality bike is another. Only 26% of GM households have access to a bike and this drops to just 16% for those living in flats.

5.2. Therefore, during the height of the pandemic, following unprecedented levels of enquiries, TfGM made 450 loan bikes available to NHS workers so they could continue to do their vital work. Work is underway to understand how we can best improve access to bikes across a range of audiences in GM with further investment.

5.3. The GM Bike Hire project has made good progress and is on track to launch phase 1 the scheme in the Regional Centre in Spring 2021 with an initial fleet of 1,500 bikes, including e-bikes. Docking locations will be within a five-minute walk of around 100,000 households, providing convenient and affordable access to bikes. Subsequent phases will see the scheme expand to the rest of GM. A formal Invitation to Tender has now been issued with four operators in the running.

5.4. GM Walking is an information hub and helps to deliver the walking elements of GM Moving. In collaboration with Greater Manchester Centre for Voluntary Organisations, a total of £225,000 in grants to voluntary, community and social enterprise organisations to support increased walking. It will also deliver the first virtual festival, the Let's Walk Fest, which will allow people to take part in walking events while Covid restrictions are in place will run from the 12th to the 25th October 2020. Last year's festival delivered saw 5,864 people taking part across the 429 activities. The Greater Manchester Way also launched

in August 2020 and will continue through the autumn our campaign to bring stories, poetry and colour to the streets of Greater Manchester to encourage people to walk.

5.5. In August 2020, TfGM announced that it had been awarded a £1 million grant from the London Marathon Charity Trust to inspire people across Greater Manchester to walk or cycle more with a particular focus on BAME communities, women and children. The project will work with 10,000 people in schools and community organisations to increase levels of physical activity through active travel by delivering skills sessions, providing new equipment, delivering group rides and running inspirational event in communities across GM.

5.6. Due to the coronavirus pandemic, the TfGM cycle training programme was suspended from March to June but since re-starting demand for 1-2-1 and family sessions has been unprecedented with a 400% increase year on year.

6. SAFETY AND TECHNICAL POLICY

6.1. The perception of safety is an important measure for cycling take-up, as seen with an increase in the propensity to cycle during the lockdown. TfGM measures this every two years. The latest data reveals that only 31% of GM residents agree that “Greater Manchester’s transport network encourages you to walk or cycle as part of your trips”. Satisfaction of people who walk with feeling safe from traffic during the day is 75% and this drops to just 51% of people who cycle. These metrics need improving to meet our transport targets.

6.2. People walking and cycling in Greater Manchester are exposed to a greater level of risk of fatal and serious injury than people in cars and vans. The total distance walked and cycled in GM each year is approximately 7% of the total distance travelled on the road yet make up on average 50% of fatal and serious injuries. Reducing the real and perceived risk is vital to meeting targets to increase levels of active travel.

6.3. The latest killed and serious injury (KSI) data shows little progress in recent years to reduce the numbers of people killed and seriously injured on GM’s roads (table 2). Early KSI data during the lockdown has shown a concerning increase in serious injury although this data is still to be validated. The intention is to publish a rate-based figure for active travel which takes into account the level of exposure, however before this is done, improvements still need to be made about the reliability of capturing the total distance travelled.

6.4. Removing the source of danger is the only way of reducing risk while also increasing levels of active travel. Greater Manchester's Streets for All design guide – a manual for how streets should be designed - will soon be published in a series of chapters starting early in 2021. The aim of the document is to ensure a more consistent approach to highway design across GM and to ensure that minimum standards are met for all schemes where people walk and cycle.

6.5. The design guide will cater for all modes of transport and will focus on raising the level of service and ensuring critical collision risks are removed. It will also develop place centred design so people have the confidence to be able to relax and rest outside, which can help promote good mental health and is more sensitive for people with dementia.



Photos: Example of recent highway schemes in Bolton and Manchester that have incorporated Bee Network standards from non-active travel funding

6.6. A priority for the programme is to improve safety for pedestrians. The Transport Research Laboratory (TRL) were commissioned by Transport for Greater Manchester to do a trial of its side-road Zebras proposal in November 2019. The proposal is a to use cost effective treatment for side roads giving pedestrians greater priority using road markings only, an approach that is already used in most European cities. Due to the impact of coronavirus, the study has been delayed but it is hoped that TRL will report in December 2020. Early results from the study show a good level of public understanding of the use of zebra markings at side roads.

6.7. Reducing the risk of collision near new cycling and walking schemes is vital to persuade more trips so safety cameras will be prioritised on assets that are linked to the Bee Network to enhance safety and support growth in cycling and walking. Work to draft the outline business case for the upgrade GM of safety camera housings has begun. Subject to approval and procurement, this project will upgrade older local authority safety camera technology with the latest digital cameras; and provide an opportunity to future proof equipment using Automatic Number Plate Recognition (ANPR) based platforms where appropriate.

6.8. TfGM is working on joint responses with GM local authorities to the government's pavement parking and Highway Code consultations. Both consultation focussing on bringing benefits to pedestrians by keeping pavements clear of parked vehicles and enhancing priority at junctions. Both consultations appear to support approaches already being taken by GM, but further work will be required to review the impact these proposals have prior to making a response.

7. ACTIVATION

7.1. Work is underway to create a GM-wide one stop shop for cycling and walking activity. Possibly hosted on TfGM's website in partnership with GM's 10 districts and GM Moving, the web platform will inspire people to travel on foot and by bike, inform them about what is happening where they live and work and will also be a practical tool to book activities like cycle training or respond to a local consultation. The new web platform will be launched this winter.

7.2. In September 2020, TfGM partnered with *Love to Ride* - an online intervention aimed at inspiring people to cycle more.

7.3. Love to Ride uses registration information to deliver bespoke messages of encouragement to individuals and businesses, amplified by incentives and prizes for participation and personal/organisational achievement.

7.4. To date, more than 160 GM organisations and businesses have logged cycle rides, with more than 2,000 individuals registering to take part, including occasional and new/returning cyclists. One of the local businesses Cycle Champions, Andy Wilson, Carbon Literacy Consultant, Great Places Housing Group has fed back: "I can't get enough of Love to ride - it's such a powerful engagement tool for organisations to get

more people in the saddle. For better or worse, internal and external competition is a proven way to motivate people to getting involved.”

7.5. Safe Streets Save Lives campaign is a marketing and communications approach to support all GM local authorities to communicate why emergency active measures are needed in helping to support those with no access to a car and easing the pressure on the public transport system at a time of social distancing. The campaign is also enabling local authorities to talk about promoting active modes more broadly and the wider benefits this delivers and enables.

7.6 The campaign is being delivered under the umbrella of one shared identity across GM but tailored locally to the specific locality using a flexible, adaptable suite of resources to be used on social media and printed, ‘on site’ messaging to sit alongside the temporary measures.