

## Manchester City Council Report for Information

**Report to:** Economy Scrutiny Committee – 12 January 2023

**Subject:** Update on Public Engagement for Manchester Active Travel Strategy and Investment Plan

**Report of:** Strategic Director, Growth and Development

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### Summary

This report provides an update on the public engagement activity carried out to inform the production of the Manchester Active Travel Strategy and Investment Plan, which aims to create a city-wide, Manchester-specific strategy and network plan for active travel investment and a prioritised pipeline of measures to deliver across the city.

### Recommendations

The Committee is recommended to consider and comment on the report and the summary report in Appendix A.

The Committee is recommended to note that the full MATSIP document and a summary report will be brought to the February 2023 Environment and Climate Change Scrutiny Committee and, if agreed, Executive for adoption.

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**Wards Affected:** All

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**Environmental Impact Assessment** - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The support and promotion of active travel along with aligned investment in other infrastructure will help reduce transport-related carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The Strategy will consider from the earliest point the principles and actions necessary to ensure that it's recommended policies and interventions enable those with protected characteristics to benefit fully from active travel investment and are not disadvantaged by any of the recommendations and implementation of the final report.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Improving active travel and aligning this with investment in other non-car modes across the city will support growth of the economy, contribute to economic recovery, and maximise the city's competitiveness.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	Schemes under the Active Travel Strategy will support the delivery of projects to connect all Manchester residents with high-quality employment opportunities in the city and growth in a range of key sectors of the economy. Improving infrastructure and unlocking regeneration opportunities will attract new investment, boosting the local economy and providing new jobs in Manchester. Improved walking and cycling routes can help residents access jobs and training opportunities, particularly in parts of the city with low car ownership.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Schemes under the Active Travel Strategy and related strategies will enhance the transport network serving the city. Improvements to local walking and cycling routes will facilitate opportunities for communities across the city to make more sustainable transport choices. Improving city centre and wider connectivity will support inclusive economic growth. An inclusive and accessible active travel network is a key aim of the Active Travel Strategy, and each proposal will be reviewed by our specialist access group.
A liveable and low carbon city: a destination of choice to live, visit, work	The support and promotion of active travel, aligned with other sustainable transport will reduce carbon emissions by increasing the overall share of public transport, cycling and walking trips and reducing short journeys by car. Active travel also offers significant leisure opportunities particularly where links can be made to green spaces.
A connected city: world class infrastructure and connectivity to drive growth	World class infrastructure will attract investment and promote a globally successful city. Proposals under the Active Travel Strategy and related strategies will improve transport integration across Manchester, making it easier for people getting into and moving around the city.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

The consultant commission to assist with producing the Strategy has been funded by Department for Transport Active Travel Capability Revenue Funding. The funding must be spent by the end of Financial Year 2022/23.

### **Financial Consequences – Capital**

The Strategy will recommend a prioritised pipeline of future capital spending commitments to be primarily funded externally through a variety of external funding streams, such as Active Travel Fund and City Regional Sustainable Transport Settlement. The Strategy will assist in preparing Business Cases and bids to secure this funding.

### **Contact Officers:**

Name: Pat Bartoli  
Position: Director of City Centre Growth and Infrastructure  
Telephone: 0161 234 3329  
E-mail: pat.bartoli@manchester.gov.uk

Name: Phil Havenhand  
Position: Interim Head of Infrastructure and Environment  
Telephone: 07818046368  
E-mail: phil.havenhand@manchester.gov.uk

Name: Rob Scott  
Position: Principal Policy Officer  
Telephone: 07977982758  
E-mail: robert.scott@manchester.gov.uk

### **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.

- Report to July 2022 Economy Scrutiny Committee: Update on Manchester Active Travel Strategy and Investment Plan
- Greater Manchester Transport Strategy 2040 (2021)
- City Centre Transport Strategy to 2040 (2021)
- Change a Region to Change a Nation – Greater Manchester’s Local Cycling and Walking Investment Plan (2020)

- Made to Move (2017)
- City Centre Cycling Infrastructure Plan (2018)

## **1.0 Introduction**

- 1.1 This report provides an update on the public and other stakeholder engagement activity carried out between July and December 2022, to inform production of the Manchester Active Travel Strategy and Investment Plan (MATSSIP).
- 1.2 The main body of the engagement activity is presented in Appendix A of this report, in the form of a Public Engagement Summary Report, produced by consultants Sweco, who are commissioned to assist the Council in producing the Strategy.
- 1.3 A report was presented to the July meeting of the Economy Scrutiny committee setting out the rationale for the Strategy and its aim and objectives. That report set out:
  - an outline of the proposed vision and objectives for the MATSSIP
  - overview of the MATSSIP work programme planned to develop strategy and investment plans to continue improving walking (which refers to wheelchair and all other pedestrian users) and cycling in Manchester;

## **2.0 Background**

- 2.1 Active travel (meaning walking, wheeling and cycling) is an essential element of the Council's vision for a sustainable transport system as part of our wider environmental, economic and social policy objectives. Increasing the modal share of walking and cycling is a key aim of the overarching transport policy framework for Manchester and Greater Manchester (GM), as reflected in the GM2040 Transport Strategy and the Manchester Local Implementation Plan (LIP) which sits under it, the Manchester Local Plan including Places for Everyone and the Core Strategy, other major strategies guiding spatial planning, growth and development such as our Strategic Regeneration Frameworks, the GM Streets for All Strategy, the City Centre Transport Strategy (CCTS) and other Transport for Greater Manchester (TfGM) active travel policy documents including Made to Move and Change a Region to Change a Nation.
- 2.2 As a city we have been delivering active travel infrastructure over the past several years. The guiding framework for this has been the Bee Network principles, articulated in part through local strategy documents such as the CCTS and the City Centre Cycling Infrastructure Plan (2018). The Bee Network vision is for a walking and cycling network which connects every neighbourhood in Greater Manchester with a plan for routes which will be appropriate for use by an unaccompanied 12-year-old on a cycle, or a person walking with a double buggy. It represents a vision for what is needed, rather than what is possible to deliver. Individual routes within the proposed network may prove impossible to deliver, and alternatives will then need to be found.
- 2.3 The Council has begun to deliver schemes across Manchester to begin to implement the Bee Network vision. These were detailed in a report to Economy Scrutiny in January 2022. There has been a collaborative approach

across several Council services including Highways and Neighbourhoods, supported by the City Centre Growth and Infrastructure Team and TfGM.

- 2.4 In order to build on the current programme of investment, there is now a need to ensure that the Council's active travel activities are coordinated and aligned around a Manchester specific central strategy and vision, to demonstrate that we are building a coherent network which supports the Council's wider place-based development and regeneration ambitions and has been informed by communities and residents across the city, at a local scale. The purpose of the Manchester Active Travel Strategy and Investment Plan (MATSSIP) is to set out our shared vision and how we can deliver it together

### **3.0 Development of a Manchester Active Travel Strategy and Investment Plan**

- 3.1 MCC received £325K in revenue funding from the 2021-22 DfT Active Travel Capability Fund to develop our strategy and pipeline of active travel infrastructure and supporting measures.

- 3.2 Some of this funding has been directed to produce the strategy and investment plan for active travel for Manchester. Expert analysis and advice has been commissioned from transport and urban design consultants Sweco.

- 3.3 The MATSSIP's aims and objectives were set out in a report to July 2022 Economy Scrutiny committee.

- 3.4 The strategy and investment plan's objectives are:

- a. articulate the high-level vision for active travel across Manchester
- b. to support the alignment of Council activities across the city relating to active travel, ensuring that they are coordinated, create modal shift and culture change objectives and are Manchester-specific in that they reflect the land use and spatial structure of the city
- c. to translate active travel strategic objectives to investable, deliverable schemes and initiatives in Manchester, built from the bottom-up at local level. and ensure that the network enables journeys that match with different kinds of Manchester residents' daily journeys.
- d. to ensure that the analysis of the network and the proposals for a pipeline of measures contributes positively to 'closing the inclusion gap' and reducing inequalities of access across the city.

- 3.5 The strategy and investment plan for Manchester will aim to:

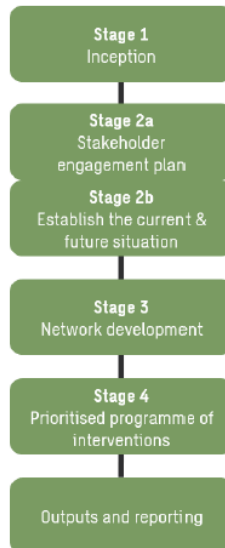
- Draw together and direct our active travel investment plans across the city to ensure they are coordinated with our wider objectives such as zero carbon, inclusive growth and urban regeneration and housing.
- Align active travel plans to place/neighbourhood-based spatial frameworks, including linking to hubs such as education, community and employment locations, and integrating with place-based regeneration strategies and plans

- Analyse the gaps in the current network and how they may be filled by a range of infrastructure interventions including segregated cycle lanes, junction improvements, modal filters, crossing improvements, footway infrastructure improvements, wayfinding, signage, and highway and footway maintenance/renewals.
- Identify gaps in provision of infrastructure and other measures to support a wider range of cycle types for different users (e.g. people with disabilities, families, cargo, commuters, leisure), to inform direction of investment to support active travel across the city.
- Similarly, gaps in provision to enable safe and attractive walking and wheeling such as targeted footway widening, crossings and strategic maintenance.
- Set out an aspirational investment plan, including different types of investment (including walking and cycling infrastructure, walking routes, activation and behaviour change, low-cost high value neighbourhood level active travel, integration with green infrastructure and roads, cycle parking and end of trip facilities, maintenance considerations, etc.).
- Design and business case development of a pipeline of schemes which will be identified through the strategy, to enable timely and successful bidding for capital funding from government or other sources when this becomes available.

3.6 The MATSIP will cover the whole city, with analysis and the generation of a pipeline of schemes on a broad geographical basis across the city.

3.7 The MATSIP will recommend investment priorities and create a pipeline of schemes for the immediate term (1-5 years) and medium term (5-10 years), with a long-term horizon of 2040 to match the GM2040 Strategy and the City Centre Transport Strategy. The pipeline will likely consist of a full range of measures, from lower-cost, local interventions such as crossings and traffic-calming, to more extensive schemes along the lines of the Chorlton and Oxford Road/Wilmslow Road cycleways.

3.8 The aim of the public engagement element of the project is to ensure that Manchester residents and other stakeholders are empowered to contribute to identifying opportunities for local interventions, ensuring that the overall strategic objectives for active travel can be delivered at a local level in a way that is specific to a wide range of needs and daily journeys. See below for an outline of the stages of the strategy development – as set out in the report in Appendix A, stakeholders were identified in phase 2a, and the public and stakeholder engagement phase covered stages 2b and 3.



- 3.9 Full details of the early engagement and public consultation activities are contained in the summary report in Appendix A and are not re-produced in detail in the body of this report. However, some details of the format of consultation, numbers of responses and overall themes which have been identified through analysis of the responses are set out below.
- 3.10 Six briefing sessions for Ward Members were held in October 2022, during which officers presented the background, aims and objectives of the Strategy, and collected suggested priorities via paper maps. These were compiled and included on the digitised network map which will form part of the full MATSIP document to be proposed for adoption by the Council. These sessions were attended by a total of 19 Elected members as well as a local MP, and several more members attended a local public drop-in session.
- 3.11 There was a consultation portal on the Council website, open from 21<sup>st</sup> October to 2<sup>nd</sup> December, a total of six weeks. There was an online survey, a free text box for general comments, and an interactive map which allowed respondents to place tags to leave comments specific to a geographical location. In total there were 964 individual responses to the survey and 1,341 comments when including mapped comments. Further information is contained in the report in Appendix A.
- 3.12 Five public drop-in workshops were held across the city, in Ardwick, Beswick, Crumpsall, Didsbury and Wythenshawe, between 2<sup>nd</sup> and 10<sup>th</sup> November. Comments were left on paper maps which were available at the sessions as well as general comments noted by the MCC officer and consultant team, and attendees were also directed to complete the online survey.
- 3.13 The key themes arising from the public consultation were:

Theme	Headlines
Safety	Lighting, pavement parking
Maintenance of existing infrastructure	Sweeping leaves, re-surfacing, cutting back vegetation



New infrastructure	Protected cycle lanes, junction improvements, crossings
Non-infrastructure measures	Enforcement of speed limits, reducing speed limits, enforcing against pavement parking and parking in cycle lanes

- 3.14 In terms of the most cited barriers to walking, wheeling and cycling, 64% of respondents to the online survey mentioned speed and volume of traffic. 53% cited 'having to cross busy roads and junctions' and 42% cited condition of pavements,
- 3.15 The most popular solutions to the above barriers were 'protected space for cycling' (70%), 'filters to make some streets low-traffic' (52%) and 'level surfaces and dropped kerbs' (38%). More details of the responses are contained in the summary report at Appendix A.
- 3.16 One of the most important outcomes of the public engagement phase of the work has been the ability to make contact with a number of community groups who attended the public sessions, which will not finish with the adoption of the MATSIP. Rather, these new contacts and relationships will be a key part of how the Council engages with communities across the city to ensure that our Active Travel investment is place-specific and aligns with local priorities. This is particularly important in areas like north Manchester and Wythenshawe, which have not benefitted from investment to the same degree as elsewhere, and neighbourhoods where multiple barriers to using active travel may exist, for example for social, cultural or demographic reasons. Follow-up sessions have been arranged and will continue through the post-adoption phase into implementation.
- 3.17 The key themes of the consultation responses and engagement work will inform the final strategy and network plan, which is in development.

#### **4.0 Next steps**

- 4.1 The Strategy is in development and will be presented to the February meeting of the Environment and Climate Change Scrutiny Committee for comment and approval to take to the Executive for adoption.
- 4.2 At this stage, it is proposed that the Strategy will be based around five objectives, which will be 'SMART' – Specific, Measurable, Achievable, Relevant and Time-bound. Subject to final approval of the text, the objectives will be based around:
- Turning short journeys into walking and cycling
  - Enabling safe access to schools and colleges
  - Enabling safe access to the city centre, district centres, parks and other key destinations
  - Reducing citywide inequalities

- Closing the accessibility gap

4.3 The MATSIP will contain a network map, a draft of which is contained in the summary report in Appendix A. This is a composite of the technical work carried out by Sweco to create the network map which was consulted on, with suggestions from the public consultation phase added to form the complete network.

4.4 The MATSIP will contain a prioritisation tool, using a multi-criteria assessment framework, to prioritise specific schemes for delivery. This will be a crucial tool in our ability to secure funding. The framework will be detailed in the full MATSIP document, but will take a two-step approach:

- Stage 1: Geographical priorities for investment
- Stage 2: Intervention priorities for investment within geographical priorities

4.4 The proposed criteria for spatial prioritisation will use a range of socioeconomic and spatial factors including deprivation, public transport accessibility, employment density, current and future population density, car ownership and current and future potential usage.

4.5 The proposed criteria for prioritising specific schemes will use alignment to the MATSIP objectives, stakeholder support, deliverability (including affordability and risk) and feasibility.

## **5.0 Recommendations**

5.1 The Committee is recommended to consider and comment on the report and the summary report in Appendix A.

5.2 The Committee is recommended to note that the full MATSIP document and a summary report will be brought to the February 2023 Environment and Climate Change Scrutiny Committee and, if agreed, Executive for adoption.

## **6.0 Appendices**

6.1 Appendix A – MATSIP Public Engagement Summary Report