

Manchester City Council Report for Resolution

Report to: Environment and Climate Change Scrutiny Committee – 9
February 2023
Executive – 15 February 2023

Subject: Draft Manchester Active Travel Strategy and Investment Plan

Report of: Strategic Director Development

Summary

The report presents the final draft Manchester Active Travel Strategy and Investment Plan and seeks Members' endorsement of the Strategy, which is attached at Appendix 1.

Recommendations

The Environment and Climate Change Scrutiny Committee is recommended to note the report and endorse its progress to Executive.

The Executive is recommended to

1. approve and endorse the Manchester Active Travel Strategy and Investment Plan; and
 2. delegate responsibility to the Strategic Director, Growth and Development, in consultation with the Executive Member for Environment to make any minor amendments to the final Strategy resulting from feedback during the approvals process, prior to its publication.
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Wards Affected: All

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

Actions set out in the Manchester Active Travel Strategy and Investment Plan relate to the need to ensure that equitable access to jobs, services, leisure and other opportunities are provided for all Manchester residents, workers and visitors. The Strategy aims to improve walking, wheeling and cycling in Manchester, which

encompasses the full range of options to travel actively, including wheelchairs, and other mobility aids. The Strategy sets out ways in which the Council will prioritise and implement changes to the highways network to support walking, wheeling and cycling – specific schemes will be subject to extensive consultation and co-design with the specialist access group as is currently the case.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
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 end of financial year 2022/23.

Financial Consequences – Capital

The Strategy will recommend a prioritisation framework to create a pipeline of future capital spending, to be primarily funded externally through a variety of external funding streams such as Active Travel Fund and City Region Sustainable Transport Settlement. The Strategy will assist in preparing business cases and bids to secure this funding.

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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.

- Report to July 2022 Economy Scrutiny Committee: Update on Manchester Active Travel Strategy and Investment Plan
- Report to January 2023 Economy Scrutiny Committee: Update on Public Engagement for Manchester Active Travel Strategy and Investment Plan
- Refreshing Greater Manchester's Active Travel Mission (2022)

- 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)
- Our Manchester Strategy - Forward to 2025 (MCC)

1.0 Introduction

- 1.1 The Economy Scrutiny Committee has received previous reports, informing members of work done to commission and consult on the draft Manchester Active Travel Strategy and Investment Plan (MATSIP). The aim of the Strategy is to set out a coherent approach to delivering measures to enable active travel, by which we mean walking, wheeling and cycling, as part of our overall approach to achieving sustainable transport, zero carbon and regeneration objectives. The Strategy sits alongside the GM2040 Transport Strategy (which is our statutory Local Transport Plan), the updated Climate Change Action Plan, and City Centre Transport Strategy to 2040.
- 1.2 The draft Strategy is presented in Appendix 1 of this report. A summary report on consultation activity undertaken is presented in Appendix 2. Economy Scrutiny Committee heard a report in January 2023 with this document and a high-level summary, and it is presented here to inform the Executive committee of the shape and outcomes of public consultation which has informed the draft Strategy.
- 1.3 The draft MATSIP sets the case for investing in active travel measures, primarily in the form of highways schemes but also supporting infrastructure, and how we will go about delivering these interventions. Active travel schemes are primarily funded externally through competitive bidding processes to Department for Transport, via Transport for Greater Manchester. It is a key aim of this Strategy to support the production of bids and business cases to secure this funding, and to propose a framework which sets out which areas of the city should be prioritised in order to achieve the Council's wider policy objectives as set out in paragraph 1.1, also the Our Manchester Strategy and Strategic Regeneration Frameworks.
- 1.4 The draft MATSIP sets out the significant benefits to active travel investment across a range of policy areas including public health, clean air and zero carbon. It sets out the overall target to make walking the natural choice for short journeys and to double cycling's mode share by 2028. It sets out four objectives which underpin this overall target:
 - improving access to the city centre, district centres, parks and other key destinations;
 - enabling safe access to schools and colleges;
 - improving citywide health and wellbeing
 - reflecting the diversity of Manchester and addressing transport inequalities
- 1.5 By 'transport inequalities' we mean the differential experiences that different people feel when trying to travel actively around their neighbourhood and around the city. This can manifest in multiple different ways, for example:
 - perceptions of personal safety when using off-road footpaths or quieter streets
 - the existence of physical barriers to access like high kerbs, or access controls to foot/cyclepaths

- The current provision of infrastructure ie protected cycle lanes to access key destinations is better in some parts of the city than others cultural barriers to being more active

The draft Strategy sets out under Ambition 3 how we will attempt to address these issues.

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 Refresh the Mission, 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 this progress, increase the pace of delivery and make sure that the next phases of investment are directed by a guiding vision set out by the Council with the involvement of Manchester residents, workers, visitors as well as Elected Members, it was considered necessary to develop a strategy and plan for delivery which is coherent, aligned with wider Council objectives and could inform future capital investment. The draft MATSIP aims to fulfil those purposes and is appended here for Members' consideration and endorsement.

- 2.5 The GM2040 Strategy aims to achieve the 'Right Mix' of transport modes by 2040. Under the Right Mix vision, at least 50% of all journeys across Greater Manchester will be made by public transport and active travel, with the remaining 50% being made by private vehicle. Currently the GM-wide share for sustainable modes is around 39%. Planned-for growth in population, homes and jobs would see a million more sustainable journeys per day across the city-region with no net growth in private motor vehicle trips. The draft MATSIP aims to contribute to these targets by growing the share of walking and cycling trips across Manchester, by making walking the natural choice for short journeys (up to 2km) and doubling cycling's mode share in the city from 6% to 12% by 2028.
- 2.6 Currently in Manchester walking is also the dominant mode for all trips of 0-2km, accounting for 59% of the total in 2021, and this strategy aims to grow this mode share even higher, by making walking the definitive natural choice for short trips, whether as the whole trip or connecting to public transport. Cycling has the highest potential to fill the gap between walking and public transport for trips of 2-5km and 5-10km.
- 2.7 The updated Climate Change Action Plan (CCAP), adopted by Executive in September 2022, sets out that Manchester has made some progress in reducing our direct carbon emissions, but that we are not on track to achieve the year-on-year reductions necessary to achieve zero carbon by 2038. The CCAP states that ground transport accounts for 24% of the city's direct emissions, and of that, 95% is created by on-road transport, primarily private cars, goods vehicles and buses running mainly on diesel and petrol. The draft MATSIP sits in this context and aims to help us deliver the modal shift to sustainable transport, alongside investment in public transport, to get us back on track as set out in the CCAP.
- 2.8 Physical inactivity directly contributes to one in six deaths in the UK: the same number as smoking. Around a quarter of UK residents are still classified as inactive, failing to achieve a minimum of 30 minutes of activity a week. Manchester performs better than the national and regional average for adults who are overweight or obese but much worse for year 6 children. Within the city there are big disparities between the areas of worst deprivation and the least, although by national standards much of the city is in the top decile of the Indices of Multiple Deprivation, which covers a range of factors including health, income, education, accessibility, crime and barriers to housing and services. The draft MATSIP aims to help us direct active travel investment to where it can make the biggest contribution to improving health outcomes through enabling more active lifestyles, through the prioritisation framework set out in the strategy.

3.0 Consultation Process

- 3.1 Full details of the early engagement and public consultation activities are contained in the summary report in Appendix 2. A report was also presented to January's Economy Scrutiny noting the key themes of that report. Full details of the early engagement and public consultation activities are

contained in the summary report 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:

- 3.2 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.
- 3.3 There was a consultation portal on the Council website, open from 21st October to 2nd 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. A map containing the location in and around Manchester of those respondents who supplied a home postcode is in the summary report in Figure 7 on page 11.
- 3.4 Five public drop-in workshops were held across the city, in Ardwick, Beswick, Crumpsall, Didsbury and Wythenshawe, between 2nd and 10th 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.
- 3.5 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

- 3.7 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.
- 3.8 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 in Appendix 2.

- 3.9 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.
- 3.10 A key outcome of the public engagement phase has been the prominence of walking in the active travel conversation, and the need to promote it as the 'golden thread' which connects all forms of travel and mobility. Every trip has a walking component, and the draft MATSIP sets out that we will design our sustainable transport schemes to serve the hierarchy of road users:
1. Walking and wheeling
 2. Cycling and public transport
 3. Servicing, business and delivery vehicles and shared vehicles including taxis
 4. Private car trips
- 3.11 Another key outcome of the public engagement phase which has informed the draft MATSIP is the emphasis people placed on the 'basics' of making walking around the city's neighbourhoods attractive and enjoyable – good maintenance of footways and carriageways, pedestrian crossings, lighting and cutting back of vegetation, and of the need to enforce against unlawful and nuisance driver behaviour such as speeding and pavement parking. Notwithstanding the constraints of funding and civil enforcement powers, the draft MATSIP proposes commitments to address these issues, to complement the investment in new and improved highways infrastructure.

4.0 Development of the Manchester Active Travel Strategy and Investment Plan

- 4.1 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.
- 4.2 Some of this funding has been directed to produce the strategy and investment plan for active travel for Manchester. Expert analysis and advice was been commissioned from transport and urban design consultants Sweco.
- 4.3 The MATSIP's aims and objectives were set out in a report to July 2022 Economy Scrutiny committee.

4.4 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.

4.5 The draft MATSIP is structured around a vision for active travel, an overall target, and four ambitions which we aim to achieve in order to realise the target and vision.

4.6 The vision is that “everybody in Manchester will be able to walk, wheel or cycle as part of their everyday lives – for school, work, shopping and socialising, in safety, comfort and happiness.

4.7 The target is that we aim to make walking the natural choice for short journeys and that we will double cycling's mode share by 2028.

4.8 The four objectives underpinning this and commitments the draft MATSIP makes to achieve them are shown below:

Target	Turning short journeys to walking and cycling and double cycling mode share by 2028	<ul style="list-style-type: none"> • Double mode share for cycling by 2028 • Make walking the natural choice for short journeys • Reduce the default speed limit in the city to 20mph, and also reduce 40mph speed limits to 30mph by 2028, where justified and consistent with overall road safety
<i>Strategic Ambition</i>	<i>Access to regional centre, district centres, parks and other key destinations</i>	<ul style="list-style-type: none"> • 20% of the identified active travel network will be delivered by 2028 • Develop proposals for an additional 30% of the identified active travel network by 2028 • Improvements to 2 local centres per year
Ambitions	Enabling safe active travel to schools and colleges	<ul style="list-style-type: none"> • Deliver one school street per ward by 2028 • Enable 70% of primary aged children and 40% of secondary aged children walking or cycling to school by 2028

	Improving health, wellbeing and quality of life through transport investment	<ul style="list-style-type: none"> • Invest a minimum of £10 per capita per year by 2028 • Double the number of people who live within 10 minute walk or cycle to local green spaces by 2028
	Reflect the diversity of Manchester and address transport inequalities	<ul style="list-style-type: none"> • Removing all access barriers to off-carriageway walking and cycling paths which prevent access to non-standard cycles by 2024 • Set up a consultative panel to assess scheme options at an early stage, representing a broad spectrum of interests and experiences

- 4.9 The aim of setting out these objectives is that they provide specific commitments to Manchester residents on the scale of our ambition, that are measurable and can be monitored for progress.
- 4.10 The draft MATSIP sets out a two-stage Prioritisation framework, which is a tool to enable us to direct investment, principally external funding, to the areas of the city in which the strategy objectives can be achieved. Stage One of the framework spatially analyses the city, drawing together a range of socioeconomic and spatial data including deprivation, public transport accessibility, employment density, current and future population density, car ownership and current and future potential usage.
- 4.11 Stage Two of the process will see us scoring potential schemes such as protected cycle tracks, modal filters, side road treatments, junction and crossing improvements and School Streets. They can be assessed for their deliverability, feasibility, cost and level of stakeholder support. This work will be ongoing.
- 4.11 More details are in the draft MATSIP and a full technical report will be published shortly afterwards setting out comprehensive details on the methodology used.
- 4.12 An online mapping tool showing the network plan, its methodology and development, and progress on schemes in development and delivery is also proposed as part of the consultant commission, which will be a live tool updated on a periodic basis.

5.0 Update on Staff Travel policy

- 5.1 The Environment and Climate Change Scrutiny Committee has requested an update on active travel in the Staff Travel Policy.
- 5.2 HROD are working to embed the staff travel policy, this includes a travel hierarchy which prioritises active travel. We are promoting walking and cycling through the Cycle to Work scheme and have also refreshed the Bicycle Allowance claim process. This refreshed process makes it much quicker and easier for employees to register as a bicycle user, they can then begin claiming the Bicycle Allowance for any in-work journeys they choose to make

by bicycle. This refreshed process will make the Staff Travel Policy more accessible; we will be formally launching the scheme in early 2023 and will continue to promote it throughout the year and monitoring its impact.

- 5.3 We are developing service engagement plans which will take an informed and place-based approach to encouraging and enabling more sustainable travel choices by teams via a number of schemes. By evaluating the roles performed, the neighbourhoods that teams are based in and where they travel to, we can take a more informed approach to exploring and promoting the Staff Travel Policy and how teams can use the travel hierarchy to move to more sustainable modes of transport, including active travel.
- 5.4 We will promote new Bee Network schemes to teams and services as they launch locally to continue this place-based approach in addition to utilising TfGM's fifteen-minute neighbourhoods mapping. We are also looking to build relationships with TfGM, and other partners to tailor offers for MCC, for example team ticketing options for in-work travel and exploring corporate discount to the Bee Network Cycle Hire scheme. This is all being reported and shared in the Climate Change Action Plan under Workstream 2 – Travel & Transport.

6.0 Recommendations

- 6.1 The Environment and Climate Change Scrutiny Committee is recommended to note the report and endorse its progress to Executive.
- 6.2 The Executive is recommended to approve and endorse the Manchester Active Travel Strategy and Investment Plan.

7.0 Appendices

Appendix 1 – draft Manchester Active Travel Strategy and Investment Plan
Appendix 2 – Active Travel Strategy Public Engagement Summary Report