

## Manchester City Council Report for Information

**Report to:** Environment, Climate Change and Neighbourhoods Scrutiny Committee – 9 November 2023

**Subject:** Manchester Active Travel Strategy and Investment Plan – Update on Progress

**Report of:** Strategic Director (Growth and Development)

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### Summary

The report presents a summary of progress on delivery of the aspirations and commitments of the Manchester Active Travel Strategy and Investment Plan.

### Recommendations

The Environment, Climate Change and Neighbourhoods Scrutiny Committee is recommended to note the report for information.

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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.

<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**

Delivery of the commitments and policy objectives of the Strategy may have revenue consequences for the Council, which will be assessed through the submission of business cases for individual schemes and projects.

### **Financial Consequences – Capital**

Delivery of the Strategy's objectives will require capital funding from internal and external funding sources, which will be assessed through the submission of business cases for individual schemes and projects. The Strategy assists in preparing business cases and bids to secure this funding. External funding sources include the City Regional Sustainable Transport Settlement and Active Travel Fund.

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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.

- Manchester Active Travel Strategy and Investment Plan (2023)
- Report to Executive February 2023: Draft Manchester Active Travel Strategy and Investment Plan (2023)
- 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)
- Our Manchester Strategy - Forward to 2025 (MCC)

## 1.0 Introduction

- 1.1 The Economy and Environment Climate Change and Neighbourhoods Scrutiny Committees have received previous reports, informing members of work done to commission and consult on the draft Manchester Active Travel Strategy and Investment Plan (MATSSIP). The MATSSIP was adopted by Executive in February 2023.
- 1.2 The aim of the MATSSIP 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), our updated Climate Change Action Plan, and City Centre Transport Strategy to 2040. The adopted MATSSIP is listed in background documents to this report.
- 1.3 The MATSSIP 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. It is a key aim of this Strategy to support the production of bids and business cases to secure both external and internal 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 MATSSIP and Our Manchester Strategy.
- 1.4 The MATSSIP sets out the significant benefits of 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, with a series of objectives and commitments to deliver them. Some of these will require longer term intervention to achieve by the target date of 2028.

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

	Improving health, wellbeing and quality of life through transport investment	-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	-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

1.5 The MATSIP provides details on how we will achieve these ambitions and a series of commitments and targets to underpin them. This report provides an update on progress made in the approximately seven months since adoption.

## 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. This objective is also supported by a range of other GM and Manchester planning and transport policies/strategies including –

- Places for Everyone
- Manchester Local Plan and Core Strategy
- GM Streets for All Strategy
- City Centre Transport Strategy (CCTS)
- Refresh the Mission
- Made to Move
- Change a Region to Change a Nation

2.2 Improving Active Travel means offering more sustainable travel choices to residents and making it the natural choice for short journeys, or as part of longer ones using public transport. The full background to the reasons behind developing and adopting the MATSIP can be found in reports to Economy and Environment and Climate Change Scrutiny Committees in January 2023, and Executive in February 2023, listed as background papers to this report.

2.3 Since MATSIP was adopted in February 2023, the national funding picture has become more uncertain, in terms of both the national funding allocation through the Active Travel Fund, and the scope of interventions Department for Transport will consider for funding. Outside London, dedicated national funding for active travel was reduced in summer 2023 from approximately £308 million over the following two years to approximately £100 million, a reduction of around 67%.

2.4 In addition, the Department for Transport is currently conducting a review of national funding by any means, of ‘area based’ active travel interventions, which form a core part of the MATSIP network plan. This means that the Council has had to reconsider funding sources for the interventions necessary to begin to achieve the scope of ambition set out in MATSIP, including internal funding, and leveraging in wider sources of external funding for active travel improvements.

### 3.0 Progress Update

3.1 To fully realise the potential for active travel will require significant, multi-year capital investment beyond the 2028 timeframe for the core MATSIP targets, with a rough estimate of over £500m to build out the entire network to design standards with achieve the level of service we seek for walking, wheeling and cycling. Segregated cycling provision on main roads and at junctions is particularly expensive to deliver and there are complex design development, consultation, statutory and procurement processes to go through which usually mean that from inception to completion takes multiple years.

3.2 The Council has a strong pipeline of major infrastructure schemes which will deliver huge benefits for active travel, progress on which is detailed in the table below.

3.2 In addition to these large, multi-year schemes, there are also ‘quicker wins’ in the form of supporting infrastructure which is also vital to achieving the MATSIP and can deliver benefits much more quickly.

<b>Scheme</b>	<b>Description</b>	<b>Funding source</b>	<b>Timescale</b>
Chorlton Cycleway	5km linear scheme to connect Chorlton with the city centre	Mayors Challenge Fund (MCF), Cycle City Ambition Grant	Areas 1-3 already open, Area 4 to complete early 2024
Victoria North Eastern Gateway	Connection from New Islington to Victoria North area through Ancoats and New Cross	MCF	Construction to begin early 2024
Deansgate / City Centre Triangle	Continuous protected cycle lanes and junctions, tying into existing to connect to Chorlton Cycleway across Deansgate Interchange up to Quay Street/Peter St junction on Deansgate	Active Travel Fund (ATF)	Construction to begin early 2024

Levenshulme and Burnage Active Neighbourhood	Combination of modal filters to create low-traffic streets with traffic calming, protected cycle lanes, improved crossings, widened 20mph zones and access improvements under railway	MCF, internal MCC Highways funding	Part complete, remainder to begin construction from early 2024
Parsonage Road Safer Streets	Modal filters and one-way restrictions to create low traffic streets	MCF (trial)	Trial implementation began August 2023 for minimum of six months, trial evaluation continuing
Ancoats Public Realm	Modal filters, junction improvements and reduction in on street parking to facilitate the creation of a new neighbourhood with active travel at its heart supported by Ancoats Mobility Hub	Brownfield Land Fund, CRSTS	Trial begins Winter 2023 for movement element, final construction of all elements Autumn 2024 (following successful trial)
Fallowfield Loop CYCLOPS	CYCLOPS junction to connect Fallowfield Loop to Wilmslow Road cycleway in Fallowfield	ATF	Construction to begin in 2024
Yellow Brick Road improvements	Access, lighting, surfacing and grading improvements	ATF	Construction to begin in 2024
A34 City Centre - Phase 1 (Bridge Street/John Dalton street/Princess Street)	Pedestrian and public realm improvements from Salford boundary to Albert Square	MCC Highways, developer contributions	Design development in 2024



Transforming Deansgate	Concept design for whole Deansgate corridor, will tie in with ATF2 scheme listed above	City Region Sustainable Transport Settlement (CRSTS)	Progressing towards Strategic Outline Business Case, aim for delivery by 2027
City Centre Bus Connectivity and Streets for All Corridors (known as 'City Centre Radials')	Comprehensive bus priority and active travel improvements on five 'radial corridors' - A6 Stockport Road, A664 Rochdale Road, A62 Oldham Road, A662 Ashton New Road, B5117 Wilmslow Road (around Rusholme district centre)	City Region Sustainable Transport Settlement (CRSTS)	Progressing early-stage design options along with public and stakeholder engagement to come in 2024. Aim for delivery by 2027.

- 3.3 **Cycle hangars** – A business case for internal funding has been submitted, for delivery of a pilot scheme of secure, on-street cycle parking. Cycle hangars provide secure cycle storage for people who do not have access to enough space inside their own house or a garage. Details of locations and availability will be released in early 2024, at around ten locations around the city, focussing on areas where there is known demand, and a large percentage of terraced houses or apartments. Each hangar can hold six standard cycles and takes up the same amount of space as half a parked car. Successful cycle hangar schemes have been delivered in several London boroughs, at hundreds of locations.
- 3.4 **School Streets** – During the academic year 2022/23, seven primary schools took part in a pilot scheme to implement a 'School Street'. A School Street is a road outside a school with a temporary restriction on motorised traffic at school drop-off and pick-up times. They are still open to pedestrians and cyclists. The pilot funding paid for Experimental Traffic Regulation Orders, training for volunteer marshals and materials.
- 3.5 The schools are Brookburn Primary in Chorlton; Manley Park Primary and Our Lady's RC Primary in Whalley Range; St Paul's C of E Primary in Withington; Manchester Communications Academy Primary and St Augustine's C of E Primary in Harpurhey and St James' C of E Primary in Rusholme.
- 3.6 The aim of the School Streets scheme is to help create a pleasant, child-friendly environment, whilst ensuring residents, local businesses and blue badge holders can still maintain access to the streets.
- 3.7 We are in the process of finalising an evaluation of the pilot with participating schools. All seven schools have continued operation of their School Street in

the 2023/24 academic year. Due to the regulatory options open to local authorities outside London at the time of implementation, it has been necessary to use temporary barriers placed and monitored by volunteer marshalls to operate the traffic restrictions. This can place a heavy burden on volunteers and school staff. MATSIP sets the ambition to create a School Street in every ward by 2028 and recognises the 'volunteer led' approach is unlikely to be sustainable or scalable in the long term.

- 3.8 In July 2023, the Council was granted powers under the Civil Enforcement of Moving Traffic Contraventions Designation Order 2023, to enforce moving traffic offenses (MTO) under Schedule 8 of the Traffic Management Act (TMA) 2004. This means we can use Automatic Number Plate Recognition (ANPR) cameras to enforce School Street traffic restrictions. Officers are working through the details of implementing permanent traffic orders at the schools in the pilot scheme using camera enforcement, and on a business case for internal funding to expand the Council's offer to other schools who wish to implement their own School Street.
- 3.9 **20 mph and 30 mph limits** – MATSIP contains a commitment to “Reduce the default speed limit in the city to 20mph, and also reduce 40mph speed limits to 30mph, where justified and consistent with overall road safety.” The speed limit in half of the city's residential areas have already been reduced to 20mph, and the implementation of this commitment will be delivered through a combination of wider schemes and a rolling programme of Traffic Regulation Orders.
- 3.10 Officers have produced a cost plan for expanding 20mph coverage where currently absent and will progress with seeking funding and business case submission to secure it. All speed limit changes will be subject to community and stakeholder consultation through the statutory process.
- 3.11 **40mph to 30mph speed reduction** - The Council is proposing to reduce the speed limit from 40mph to 30mph on twelve roads across the city to support the City Centre Transport Strategy. The proposed change is to help improve safety, air quality and traffic flow. The proposals are currently at several stages of moving through the legal and statutory Traffic Regulation Order approval process. Upon completion of the legal process a public engagement and awareness campaign is planned for early 2024.
- 3.12 **School crossings and park entrances audit** – The MATSIP reiterates a commitment made in a motion approved by full Council in March 2022, which included a commitment to: *“Develop a programme of auditing school and park entrance points, to be completed within the next eighteen months, to ensure our records for these are up to date with a mechanism for regularly updating this.”*
- 3.13 This audit has now been completed by MCC Highways, covering an assessment of 205 schools and 173 parks, some with multiple entrances. Officers are working through the results and work is ongoing to prioritise and create a pipeline of interventions for which to seek funding for improvements.

- 3.14 **Cycle Parking Grant** – The MATSIP sets out that ‘What Good Looks Like’ and this includes accessible cycle parking being readily available. An £830,000 cycle parking grant scheme of up to £15,000 per recipient, for small businesses, community organisations, schools, NHS organisations and housing associations is currently available through Transport for Greater Manchester. Last year, the same grant programme funded 506 cycle parking spaces for 26 organisations in Manchester (including 14 schools), for a combined grant value of £139,521.
- 3.15 **Community Access Grant Funding** – funded through Active Travel England’s Capability and Ambition Fund 2023/24, a Community Access Grant has been awarded through TfGM. The funding will pay for cargo cycle solutions, adaptive cycles and community innovation projects. In Manchester, 21 organisations have been awarded funding for cargo cycles; eight for adaptive cycles and five community innovation projects. The total grant funding within groups in Manchester is £224,736. The grants will make a valuable contribution to achieving the MATSIP ambitions.
- 3.16 **ACES Europe Capital of Cycling bid** – Manchester was invited by ACES Europe to become a candidate for its inaugural European Capital of Cycling 2024. Along with partners including Manchester Active, British Cycling and Marketing Manchester, a bid was submitted in August 2023. ACES Europe stands for European Capitals and Cities of Sport. They are a non-profit organisation that awards recognition to cities that promote sports to improve quality of life and psycho-physical well-being.
- 3.17 The accolade has not been awarded previously, therefore if Manchester were successful, the city would be the first European city to be awarded the title. The opportunity could be used as a catalyst to transform and enhance our cycling offer as a city, enabling Manchester to expand and grow our cycling provision encouraging everyone. A decision is expected in early December 2023. A programme of activity is being developed for if our bid is successful.
- 3.18 **Pipeline development** – Officers are continuing to work on early-stage design development for a range of interventions that will contribute to achieving the MATSIP ambitions and building the network plan. Current commissions which are either underway or about to begin including an area study for Wythenshawe to identify short, medium and long-term priorities, and feasibility studies for Whitworth Street and Shudehill in the city centre.
- 3.19 **Next steps and look ahead** – 2024 will be a strong year of delivery, with several strategic schemes due to either complete or begin construction. In addition, we will begin to roll out the cycle hangar pilot, and continue behind-the-scenes progress on speed limit reduction, School Streets (including MTO/camera-enforcement), pipeline development and early-stage development of the ‘City centre Radials’ schemes.
- 3.20 We will also be working closely with officers in Major Regeneration to ensure that active travel priorities are delivered through district centre works including Moston Lane, Wythenshawe and Strangeways. These measures should

include smaller scale interventions to support walking and quality of place, such as widened footways, high quality materials, seating, planting, sustainable urban drainage systems and crossing improvements.

#### **4.0 Recommendations**

4.1 The recommendations are noted at the front of the report.