

Manchester City Council Report for Information

Report to: Environment, Climate Change and Neighbourhoods Scrutiny Committee – 10 October 2024

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

Report of: Strategic Director Growth and Development

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.

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

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 Environment and Climate Change Scrutiny Committee, November 2023: Manchester Active Travel Strategy and Investment Plan, Update on progress
- 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 and Climate Change Scrutiny Committees have received previous reports in July 2022, February 2023 and November 2023, informing members of work done to commission and consult on the draft Manchester Active Travel Strategy and Investment Plan (MATSIP), and to report on progress in implementation. The MATSIP was adopted by Executive in February 2023.
- 1.2 The aim of the MATSIP 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 MATSIP is listed in background documents to this report.
- 1.3 The 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. 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 MATSIP and Our Manchester Strategy.
- 1.4 The MATSIP 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.

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	Officers working on programme for 20mph speed limit expansion 40mph speed limit will be reduced to 30mph on eight city roads by early 2025
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Strategic Ambition	Access to regional centre, district centres, parks and other key destinations	<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 	Current pipeline of completed or funded schemes totals approximately 40km Proposals for a further 7.5km of schemes are in the early stages of development
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 	7 School Streets in delivery. Seeking funding for further expansion of programme
	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 	TBC on future funding TBC dependant on scheme delivery
	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 	Officers working on programme to audit off-road barriers and identify priorities for removal Officers work with Highways Access Group on inclusive design

		spectrum of interests and experiences.	
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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.

1.6 The table below shows the benefits we are aiming to deliver, which projects will deliver them, and how they will be monitored:

Benefit	How measured
Increased walking and cycling journeys	Vivacity Sensors
Modal shift away from private car trips	GM Travel Diary (TRADS), Vivacity Sensors, Automated Traffic Counts
Air quality improvements	Air quality monitoring devices
Road danger reduction	Number of vulnerable road user collisions in scheme areas
Perception of increased safety and better user experience	User and resident surveys
Reduce barriers to active travel	User and resident surveys, Cycle Hire usage data

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).

2.2 Since MATSIP was adopted in February 2023, the national funding picture has become more uncertain, in terms of both the 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%.

2.3 The future funding landscape for active travel will become clearer in the coming months, as the new government finalise their policy priorities. Opportunities may also exist through further devolution of all spending to the Greater Manchester Combined Authority (GMCA) through the Single Settlement process which is due to be in place by April 2025.

3.0 Progress Update

3.1 To fully realise the potential for active travel significant, multi-year capital investment will be required, beyond the 2028 timeframe for the core MATSIP targets. It is estimated that it will cost over £500m to build the entire network in line with design standards which would achieve the level of service we seek

for walking, wheeling and cycling. Protected cycling provision, on main roads and at junctions, can be expensive to deliver with complex design development, consultation, statutory and procurement meaning delivery can take multiple years.

- 3.2 The Council has a strong pipeline of major infrastructure projects which will deliver significant benefits for active travel, progress on which is detailed below.
- 3.3 **Chorlton Cycleway** – a flagship 5km connection from Chorlton to city centre, completed spring 2024. Provides fully protected cycle tracks and junctions. A full monitoring and evaluation plan is in place to monitor the benefits, which are expected to be a significant increase in cycling and walking trips on an already busy corridor.
- 3.4 **City Centre Triangle** – construction started on site August 2024, to complete spring 2025. It will provide an additional signalised pedestrian crossing on Bridgewater Viaduct, improvements to pedestrian crossings on Deansgate, as well as fully protected cycle tracks which connect with the Chorlton Cycleway and existing provision south of Deansgate, to provide a high quality cycle route from Chorlton to Peter St.
- 3.5 **Victoria North Eastern Gateway** – a new bridge over the Ashton Canal is on-site and will be complete in January 2025. Further work to improve walking and cycling connections from New Islington through Ancoats and to the new developments at Victoria North is planned for January 2025.
- 3.6 **Levenshulme and Burnage Active Neighbourhood** – The scheme has been under construction in phases during 2024. Some major elements are due to start on site and complete during the next 12 months including two major crossings of the A6 Stockport Road and protected cycle lanes on Matthews Lane.
- 3.7 **Ancoats Streets for All** - 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. A new crossing and junction on Oldham are both complete, and trial scheme with two modal filters, new one-ways, changed give way priorities and zebra crossings is on site and under evaluation, via an Experimental Traffic Regulation Order (eTRO). The evaluation period runs until December 2024 at the earliest.
- 3.8 **Parsonage Road Safer Streets** – The original scheme with nine modal filters was evaluated under an eTRO from August 2023 until February 2024, and was not continued due to consultation feedback. A revised scheme with two modal filters is currently in place and being evaluated under a new eTRO until October 2024 at the earliest.
- 3.9 **Yellow Brick Road** – Improvements to access, lighting and surfacing of off-road route (former Stockport Branch Canal) from Gorton to Ashton Canal. Due to start on site in late October 2024 and complete in Spring 2025.

3.10 A summary of other upcoming schemes is in the table below:

Scheme	Description	Funding source	Timescale
Fallowfield Loop CYCLOPS	CYCLOPS junction to connect Fallowfield Loop to Wilmslow Road cycleway in Fallowfield	ATF	Requires further funding but ready to commence when funding identified
A34 City Centre - Phase 1 (Bridge Street/John Dalton Street/Princess Street) and Phase 2 (Moseley St to Portland St)	Pedestrian and public realm improvements	MCC Highways, developer contributions	Design work continuing on both phases, target start on site Spring 2026, completion spring 2027.
Deansgate CRSTS scheme	Scheme for Deansgate from Victoria Bridge St to Peter St, will tie in with ATF2 scheme listed above	City Region Sustainable Transport Settlement (CRSTS)	Strategic Outline Business Case approved. Work ongoing to submit Outline Business Case in mid/late 2025
City Centre Bus Connectivity and Streets for All Corridors	Comprehensive bus priority and active travel improvements for journeys to and from city centre	City Region Sustainable Transport Settlement (CRSTS)	'Improving Journeys' public engagement September/October 2024. Feedback will inform design development, delivery start by spring 2027

- 3.11 In addition to these large, multi-year projects, 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.
- 3.12 Since the last update report to this Scrutiny committee in November 2023, the Active Travel team has been expanded to ensure there is sufficient resource within the Council to develop a strong pipeline of schemes in readiness for future funding opportunities.
- 3.13 We have identified £721,000 of internal MCC funding to develop a 'MATSIP programme' of projects and schemes, summarised below:
- 3.14 **Cycle hangars** – Lack of space to securely store a bike at home is a key barrier to people taking up cycling. Cycle hangar schemes have been successfully implemented in several London boroughs and other major British

cities to address this issue. Officers have been working to confirm the legal process of siting hangars within the carriageway and procuring a suitable supplier. We expect to install hangars at around 10 pilot locations in early 2025, 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.

- 3.15 **School Streets** – During the academic year 2022/23, seven primary schools took part in an ATF 2 funded 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.
- 3.16 The Schools Street pilot schools:
- Brookburn Primary, Chorlton
 - Manley Park Primary, Whalley Range
 - Our Lady’s RC Primary, Whalley Range;
 - St Paul’s C of E Primary, Withington;
 - St James’ C of E Primary, Rusholme.
 - Manchester Communications Academy Primary, Harpurhey
 - St Augustine’s C of E Primary, Harpurhey
- 3.17 The aim of the School Streets scheme is to help create a pleasant, child-friendly environment to enable more children to walk, wheel or cycle to school, whilst ensuring residents, local businesses and blue badge holders can still maintain access to the streets. The School Streets programme was described in more detail in the report to this committee in November 2023.
- 3.18 The experimental Traffic Regulation Orders being used to operate the School Streets closures at each of the seven schools have been confirmed and are now permanent. All seven schools have continued operation of their School Street in the 2024/25 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 marshals to enforce 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.
- 3.19 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. This may be an appropriate method of enabling School Streets to operate without the need for volunteer marshals. The Council has not yet used its Moving Traffic Offences powers for School Streets, but we have the powers to do so, subject to

following statutory guidance on how to consult and implement such an intervention.

- 3.20 Officers are currently working with TfGM to explore funding opportunities both to reduce the reliance on volunteers for our existing School Streets and to expand the programme to more schools.
- 3.21 **20 mph and 30 mph limits** – MATSIP includes the 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 has already been reduced to 20mph. Officers are currently assessing options for how best to implement 20mph speed limits on the remaining areas of the city .This will form part of our holistic approach to road safety, working within the framework of the Vision Zero and Road Safety strategies being developed by TfGM.
- 3.22 **40mph to 30mph limits.** An update on our programme of speed limit reductions:
- World Way, near Manchester Airport: **complete**
 - Middleton Road, Crumpsall: **complete**
 - Wilbraham Road, between Princess Road and Kingsway: **November 2024**
 - Greengate, from Victoria Avenue East to boundary with Oldham: **September 2024** onwards (subject to coordination with Oldham Council)
 - Styal Road, on Stockport / Manchester boundary, south of junction with Ringway Road to junction with Simonsway: **early 2025**
 - Kingsway, Moseley Road to near Manchester / Stockport boundary: **early 2025**
 - Mancunian Way, Downing St to Fairfield St: This site is paused until the 50mph section is approved by DfT and both sections will be implemented together to implement a 30mph limit on the entire road.
- 3.23 Air quality monitoring will be in place at each site for 12 months to monitor benefits for emissions reduction.
- 3.24 **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.”*
- 3.25 Phases one and two of this audit have now been completed. In Phase one, a desktop assessment was carried out on 205 school and 173 parks, comprising over 600 separate entrances. Phase 2 comprised site visits for the highest scoring locations, and phase 2.1 is now underway to develop options for the highest scoring 30% of locations audited in phase 2.
- 3.26 Options include small interventions such as uncontrolled crossings, refuge islands, parking restrictions, or speed cushions. Proposals for larger scale

interventions will be recorded and will go into our pipeline of proposals for more substantial capital funding. This work will contribute to the overall MATSIP package whereby we will be looking to group a range of complementary interventions in local areas to maximise their benefit.

- 3.27 **ACES Europe Capital of Cycling 2024** – In December 2023, Manchester was awarded the inaugural ACES Europe Capital of Cycling accolade for 2024. 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 well-being.
- 3.28 The accolade has been an opportunity for the City to celebrate the full breadth of work in cycling that is happening throughout Manchester, from the hyper-local projects at a neighbourhood level, right through to the major infrastructure projects that the Council is delivering with partners across the City region.
- 3.29 There has been a strong year of activity under the banner of European Capital of Cycling, focussing on promotion of everyday cycling as well as our world-class community cycling facilities, which include the National Cycling Centre and Wythenshawe Park Cycle Hub. The accolade was given to the city of Manchester, with the bid and organisation led by the Council and Manchester Active with support from British Cycling and Transport for Greater Manchester.
- 3.30 Over the course of 2024 so far, ECC partners and the wider cycling community have delivered:
- Monthly community events in parks including Pedal Parties in Alexandra Park, Wythenshawe Park, Platt Fields and in the city centre on Manchester Day, EID Cycling Festival, Station South Cycle Fest
 - Women-led rides including the forthcoming 'Lights Up' ride to promote women's safety and to promote confidence when cycling
 - Education and training sessions on cycle maintenance including sessions aimed at women and BAME communities who are under-represented in the cycling industry
 - Created a Small Grants fund of £50,000 for community cycling projects, of which 19 projects have been awarded funding of up to £500, including: provision of helmets, locks and lights to refugee groups and offering mountain biking sessions for women at Wythenshawe cycle hub.
 - Grants through Cycling UK's Big Bike Revival grant programme - 14 grants to 13 Manchester-based groups to deliver entry level cycling opportunities totalling £47,500. Nearly 1,300 people have attended 197 Big Bike Revival events this year, including led-rides, learn to ride events and bike maintenance workshops.
 - Regular Doctor Bike sessions which have led to over 200 cycles being fixed for free. Access to affordable maintenance and/or the knowledge to carry out home maintenance is a significant barrier to cycling uptake so these sessions have been highly valued by those who have attended.

3.31 **Next steps and look ahead** – Work will continue over the rest of 2024 and into 2025 on developing our pipeline of projects and making sure our active travel initiatives are aligned, in order to continue to deliver the objectives of the MATSIP. A summary of projects currently underway or about to commence is shown in the table below:

Project	Details
Wythenshawe Active Travel Study	Report will define an active travel network across Wythenshawe and propose a pipeline of short, medium and long term interventions to deliver the network. These will form part of our city-wide prioritization process in readiness for funding opportunities
Shudehill	Feasibility to build on previous work to complete the Northern Quarter active travel route from Piccadilly to Victoria stations
Medlock Street and Stretford Road	Feasibility work to assess options for connecting Oxford Road and Chorlton cycleway schemes across Hulme
Off-road barrier removal	Audit of all barriers to off-road paths and prioritisation of where removal can achieve the most benefits
Continuous footways	Development of design options and principles for where and how pedestrian priority can be formalised across side road junctions as per the Highway Code

3.32 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, Newton Heath, Holt Town and Strangeways. These measures will include smaller scale interventions to support walking, cycling and quality of place, such as widened footways, high quality materials, seating, planting, sustainable urban drainage systems and crossing improvements.

4.0 Update on E-Mobility

4.1 **E-bikes.** As the food delivery industry has grown there has been an observed increase in the number of cycle couriers using unregulated e-bikes. These bikes are faster and more powerful than regulated e-bikes, and can cause safety issues for pedestrians if not ridden according to the Highway Code.

- 4.2 **E-scooters.** The Council is closely monitoring the results of the e-scooter public hire trial in neighbouring Salford, which has recently been extended to May 2026.
- 4.3 E-scooters and other forms of e-mobility present clear opportunities for widening the range of sustainable transport options available to people, where appropriate technologies and regulation are available to minimise the potential impacts on other road users.
- 4.4 The Council is working with the Mayor, Greater Manchester Police and key industry bodies to reduce risk and maximise opportunities for the safe use of e-mobility, and this work is ongoing.

5.0 Recommendations

- 5.1 The recommendations are noted at the front of the report.

6.0 Appendices

- 6.1 Appendix 1 – Manchester Active Travel Strategy and Investment Plan Summary