

**Manchester City Council  
Report for Information**

**Report to:** Neighbourhoods and Environment Scrutiny Committee - 5 December 2018

**Subject:** Update on the Delivery of Cycle Schemes and Proposed Principles to Guide the Extension of Cycling and Walking Networks

**Report of:** Deputy Chief Executive

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### **Summary**

This report provides an update on investment in cycling infrastructure in Manchester, reviewing schemes completed through the first phase of the Cycle City Ambition Grant, summarising proposals currently being developed and, in the light of additional resources being made available through the Mayor's Challenge Fund, proposes an approach that could inform the development of a pipeline of future schemes to encourage higher levels of walking and cycling.

### **Recommendations**

That the Scrutiny Committee members note and comment on the content of this report.

In particular, to note and comment on the principles that are proposed as a basis for the development of future funding bids for investment in cycling and walking infrastructure.

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**Wards Affected:** All

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### **Alignment to the Our Manchester Strategy Outcomes (if applicable)**

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	As there is a finite amount of road space, in order for Manchester to continue to grow and prosper it is essential that there is a transportation network that efficiently uses this space. Cycling and walking are a vital part of the transport mix as they are environmentally friendly and space efficient ways of moving around the city for Manchester's growing population and expanding workforce.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The consultation on the Our Manchester Strategy received a large number of comments calling for improved cycling infrastructure in the city. As

	cycling is a green, reliable and convenient means of travel, cities that have good cycling and walking networks are at an advantage in attracting young, skilled and mobile workers.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Good quality cycling and walking networks can contribute to making the city more accessible for all. Encouragement of active travel can also play an important part in improving health outcomes across the city and if more widely adopted has a role to play in the reducing health inequalities.
A liveable and low carbon city: a destination of choice to live, visit, work	Cycling and walking are zero carbon forms of transport and therefore will be invaluable in supporting Manchester's ambition to become zero carbon by 2038. As with other notable world cities, cycling has the potential to play a much more significant role in the future for residents, workers and visitors to the city.
A connected city: world class infrastructure and connectivity to drive growth	Cycling not only supports point to point journeys, but as a part of an integrated transport network can also form part of a journey. As a consequence, cycling has the potential to connect people across the city, from the journeys within the City Centre to the last mile of far longer trips.

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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 City Centre Transport Strategy Refresh Active Travel and Permeability (TfGM) 2016
- GM2040 Transport Strategy
- Local Cycling and Walking Infrastructure Plans (DfT) 2017
- Street Mobility Project Toolkit (UCL) 2017
- Made to Move (GMCA) 2018

## **1.0 Introduction**

- 1.1 This report provides an update on how the funding secured through the Cycle City Ambition Grant is being spent in Manchester to increase the number of safe cycling routes across the City. The report also provides details of the proposed approach to support the delivery of improved facilities for pedestrians and cyclists across the city in the light of the additional resources being made available through the Mayor's Challenge Fund.
- 1.2 Creating the conditions that encourage higher levels of cycling and walking is an important part of creating a more sustainable transport network and a more liveable city. A significant number of respondents to the Our Manchester Strategy consultation requested that improvements be made to cycling infrastructure within the city and improvements to pedestrian facilities can assist in improving road safety and contribute to more healthy lifestyles. With a growing population and increasing levels of congestion, continuing to encourage more sustainable modes of transport such as cycling, walking and public transport will be crucial if we are to accommodate the growing demand for travel across the conurbation. Improving our network of cycling and walking infrastructure will play an important part in achieving this shift towards sustainable transport and in improving air quality in the city.

## **2.0 Policy and Strategy Context**

- 2.1 Walking and Cycling is seen as a vital part of the transport mix at national, Greater Manchester wide and local levels.
- 2.2 At the National level, the Government published the Cycling and Walking Investment Strategy in 2017. This Strategy supports local transformational change to tackle congestion through investment in active travel. Key targets of this strategy are to double the rate of cycling across the country and increase the percentage of children aged 5-10 walking to school from 49% to 55%.
- 2.3 At the sub-regional level the Greater Manchester 2040 Strategy sets cycling and walking in the overall transport context, and establishes the GM ambition to promote active travel as a key means of boosting health, improving the environment and supporting growth. Specific aims for cycling and walking will be set out through the Local Cycling and Walking Infrastructure Plan (LCWIP), currently being prepared by Transport for Greater Manchester.
- 2.4 At the local level, cycling and walking can make significant contributions across the aims within the Our Manchester Strategy. To ensure the proposals the city develops maximise this contribution, section 6 of this report sets out strategic principles to underpin the development of infrastructure proposals.

## **3.0 Recently Delivered Schemes**

- 3.1 In 2013, the Government announced the Cycle City Ambition Grant (CCAG), a £148m national investment, initially over two years, to improve cycling

infrastructure, making cycling easier and safer for existing cyclists and giving more people the confidence to take up cycling.

- 3.2 In response to the 2013 announcement, TfGM and the ten Greater Manchester authorities developed a 12 year Cycle City Vision and associated Cycle City Programme, with the aim of transforming the quality of facilities for cyclists in Greater Manchester. This strategy supported a successful bid to phase 1 of CCAG for £20m to fund the first two years of the Cycle City Programme.
- 3.3 The Greater Manchester wide strategy identified a number of priority corridors, connecting residents to district centres, the regional centre, and other key destinations. This prioritisation informed the development of a number of ambitious schemes, which were funded through CCAG phase 1 and are now complete. Initial monitoring and evaluation work to assess the impacts of key schemes was undertaken and lessons learned from this process are informing the development of further corridor schemes planned as part of CCAG phase 2.
- 3.4 A detailed report was submitted to Neighbourhoods and Environment Scrutiny in February 2017 detailing the schemes delivered through CCAG phase 1 including the Bridgewater Cycle, the Airport Cycleway, the Wilmslow Road and Oxford Road cycleway and the scheme along the Ashton Canal. Usage of these schemes continues to be monitored. While usage varies along its length some of the busiest parts of the Wilmslow Road/Oxford Road scheme is now often seeing daily usage of 5,000 cyclists per day with almost 1 million journeys likely to have been undertaken throughout 2018. The scheme has resulted in an over 100% increase in usage when compared with the situation before the scheme was introduced. (Source TfGM). The Oxford Road/Wilmslow Road scheme won national recognition as the best scheme in the category of “Excellence in Cycling and Walking” at the National Transport Awards, held in October this year.
- 3.5 In 2015, Greater Manchester was successful in its bid to phase 2 of CCAG for a further £22m to fund schemes in the Cycle City Programme. It was agreed by the Combined Authority that part of the funding from CCAG phase 2 should be allocated to provide higher quality cycling infrastructure within the City Centre. As described in section 6 below, this work is being taken forward as part of the refresh of the City Centre Transport Strategy.
- 3.6 Around 1,000 additional bike parking stands were recently delivered through the Green City Challenge fund. In addition, a small element of cycle parking has been delivered within the City Centre using more creative styles of cycle parking. These include the following; cycle car ports in Spinningfields, cycle planters in St. Ann’s Square and heritage cycle stands within the conservation areas of St. John’s and Liverpool Road.

## **4.0 Schemes in Development**

- 4.1 Schemes that are currently being developed and which will be funded from a combination of CCAG2 and the Mayor's Challenge Fund (described in section 5 below). Further funding has been secured to support a number of primarily cycle infrastructure schemes. These schemes are at various stages of development and delivery, but include:
- Chorlton Corridor (including the Stretford Road work)
  - Northern Quarter Cycleway

### **Cycle City Ambition Grant – Phase 2 (CCAG2)**

#### **Manchester to Chorlton Corridor**

- 4.2 The Chorlton Road corridor is an existing busy road corridor (B5218) and forms an important radial route into the city centre for both cyclists and motor traffic from the busy district centre of Chorlton-cum-Hardy in south Manchester. The corridor also continues to the south of Chorlton district centre to connect to southern parts of Chorlton and Hardy Lane which in turn provides links to the Trans Pennine Trail and Mersey Valley National Cycle Route 60.
- 4.3 A working group has been established and has met a number of times to review the scheme proposals to fit with the overall desires of the schemes based on keeping to the aspirations of providing a quality cycling facilities outlined in the original bids to the Department for Transport and with lessons learnt for the Wilmslow Road Monitoring and Evaluation report approved by Manchester scrutiny committee on the 28 February 2017.
- 4.4 A review of the existing brief between MCC, TfGM and the Mayor's Cycling and Walking Commissioner's team recommended that additional consideration be given to the detailed design of the scheme to ensure it matched the ambition to deliver cycling infrastructure suitable for a competent twelve year old cyclist to use. Further design work was therefore undertaken to develop proposals for consultation purposes. The scheme has been divided into four sections for the purposes of consultation. It should be noted that part of the route is shared with Trafford MBC.
- 4.5 These sections are:
- Chester Road Roundabout to Brooks Bar junction.
  - Brook Bar junction to Seymour Grove. Upper Chorlton Road
  - Seymour Grove to Wilbraham Road
  - Wilbraham Road to Barlow Moor Road.
- 4.6 A number of meetings and a series of site visits and walk throughs have been held with ward Members for Whalley Range, Chorlton, Chorlton Park, Hulme



and Moss Side wards who have all given support to the scheme proposals. These meetings and walk-throughs have also mainly been attended by the Executive Member for the Environment. Similar consultation with ward members is being carried out in Trafford MBC.

- 4.7 Further proposals, including suggestions made by relevant Ward members to provide local improvements, have now been costed and included in the public consultation proposals. The budget figure has been increased with support from the Mayor's Challenge Fund to include these additional improvements in the consultation proposals.
- 4.8 Consultation on the proposed measures runs until the 11th January 2019. Four drop in events have been arranged at the following locations:
- Z-arts, 335 Stretford Road, Hulme (took place 21 November);
  - Limelight, 1 St Brides Way, Stretford (28 November);
  - Chorlton Central Church, Barlow Moor Road (12 December); and
  - Chorlton Library, Manchester Road (15 December)
- 4.9 At this stage, an indicative timescale for delivery is for work to begin in early-2020 and complete in mid-2021. However, delivery of such a substantial scheme is likely to be undertaken in phases and, subject to consultation feedback and final design details, there may be opportunities to bring forwards delivery of some phases ahead of these dates.

#### **Stretford Road Cycle Link**

- 4.10 A separate scheme is being developed by Trafford MBC along Stretford Road. A small element of the scheme will be developed within Manchester, on the western approach to the Chorlton Road junction. Proposals have been included for the section of Stretford Road within Manchester as part of the current Manchester to Chorlton Walking and Cycling scheme. A budget for these works will be transferred from Trafford MBC to Manchester CC to allow these works to progress. It is intended that these proposals will be consulted on alongside the Manchester to Chorlton proposed.

#### **Cycle Safety Fund Scheme – Ashton New Road/Alan Turing Way**

- 4.11 Consultation will commence shortly on proposals to improve safety for cyclists using the junction of Ashton New Road and Alan Turing Way by making changes to the junction to give greater protection for cyclists. The scheme was awarded funding by the Department for Transport following a competitive bidding process.

#### **Northern Quarter Cycle Way**

- 4.12 Proposals are to create a cycling link between Piccadilly Station with Victoria Station East to West via the Northern Quarter using Dale Street, Thomas Street, and Withy Grove with a West to East alternative route also being developed from Victoria Station via Hannover Street and Shudehill to Thomas Street and back to Piccadilly Station.

4.13 The outline scheme includes the following:

- Shudehill/Nicholas Croft junction – improvements to allow the route to safely cross the existing tram lines and busy traffic corridor along Shudehill.
- Thomas Street – need to confirm the best solution to create a two-way cycling facility along an existing one-way road. Discussions with Manchester Parking has taken place to require to review existing on-street parking provision. Manchester Parking would like to see the spaces reallocated as close as possible to avoid loss of revenue.
- The route to be way-marked as Regional Cycle Route 86 with wider connections to the Etihad campus and Salford Quays also proposed as part of Regional Route 86.
- Lining & Signing of whole route – Signs as Regional Cycle Route 86 Way-marking. Existing signs follows some of the route, however follows existing one-way lay-out so convoluted. Would need to be re-located to the proposed revised route.
- Hannover Street / Shudehill junction – provision of left-turn only except for cyclists from Hannover Street to Shudehill. Review of existing TRO and minor alterations to traffic signals.

4.14 Work is continuing to refine the proposals with a view to undertaking consultation on the proposed measures in early 2019.

### **Connecting Schools to the Cycle Network**

4.15 In addition to the main highway scheme element of CCAG2, two school projects are also in development to encourage a cycling culture near to CCAG1 and CCAG2 schemes. These are proposed at:

- Loreto School in Chorlton Park
- Chorlton High School

4.16 The two school schemes have already been subject to local consultation. Works are expected to be carried out during the schools' Easter break holiday in 2019. As indicated below it is intended to develop a wider network of schemes focusing on improving access to secondary schools across the city as part of the next phase of development as detailed in section six below.

## **5.0 Mayor's Walking and Cycling Challenge Fund – Developing the Beelines Network**

5.1 Following the appointment by the Mayor of Greater Manchester of Chris Boardman as the Cycling and Walking Commissioner for Greater Manchester, the Combined Authority agreed on 29th March 2018 to allocate £160 million of

Greater Manchester's allocation of Transforming Cities funding to develop a Mayor's Cycling and Walking Challenge Fund (MCF).

- 5.2 The proposed funding profile for the £160 million is subject to the development of a programme pipeline and assessment. The associated programme management, delivery and evaluation budgets was £10 million in 2018/19 and £50 million per annum thereafter for three years. The fund will be used to kick-start the delivery of "Greater Manchester's cycling and walking infrastructure proposal" (adopted by GMCA in June 2018), as part of a GM "Streets for All" highways improvement programme.

## **6.0 Developing a Future Cycling and Walking Network Across the City – Proposed Strategic Principles**

- 6.1 There is a major opportunity to support a significant increase in investment in cycling and walking facilities across Manchester as a result of the establishment of the MCF Challenge Fund. The city needs to develop a pipeline of projects, across the city, to capitalise on this investment opportunity ensuring that as many neighbourhoods are able to benefit. In order to do so it is suggested that a set of principles are developed to inform future submissions to the fund and the suggested principles are outlined below.
- 6.2 A core objective within the Greater Manchester Transport Strategy is to promote more sustainable travel choices for all journeys in Greater Manchester, through a considerable increase in walking, cycling and public transport use. Current walking and cycling levels have the potential to be increased significantly for shorter journeys while public transport is generally more appropriate for longer trips.
- 6.3 As shown in figure 1, there are a significant number of journeys of less than 5km that are made by modes other than walking or cycling. 28% of all Greater Manchester journeys of less than 1km, 59% of journeys between 1 and 2km and 75% of trips between 2 and 5 km are made by car either as a driver or a passenger. A proportion of the trips as a car passenger are made by children being given lifts to and from school. There is therefore potential to increase the use of walking and cycling for these shorter journeys, with a focus on walking for the shorter distances (up to 2km) and on cycling for journeys up to 5km. Therefore, the proposed strategic principles for investment to promote walking and cycling in Manchester focus on these journeys, on the basis that this approach is likely to secure the greatest impact for the level of investment.

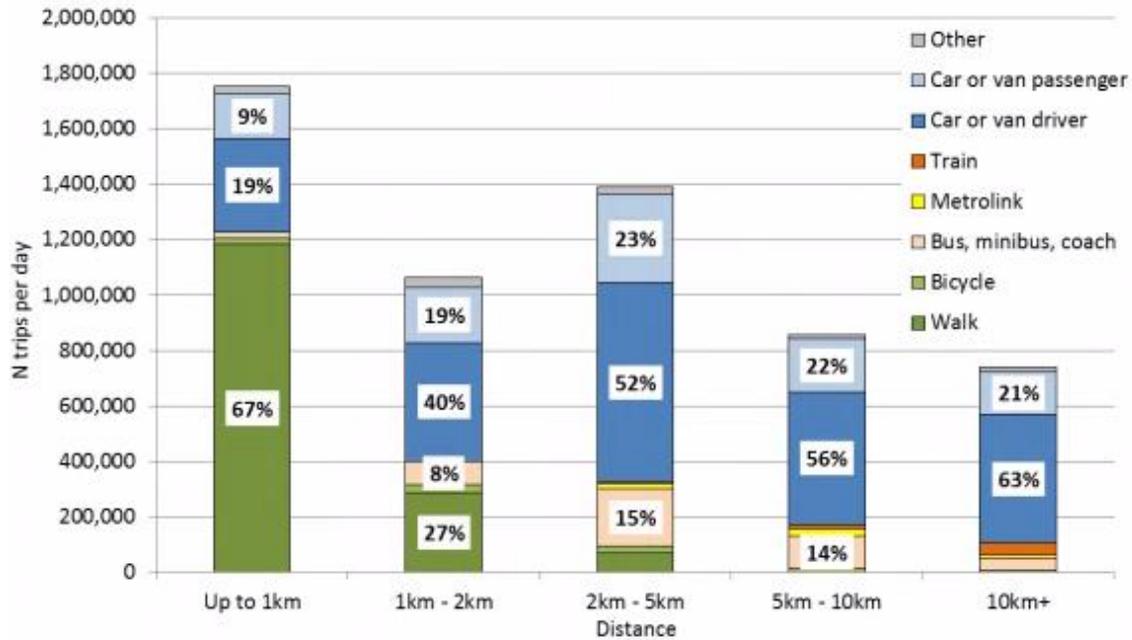


Figure 1 Journeys per day across GM split by distance and mode

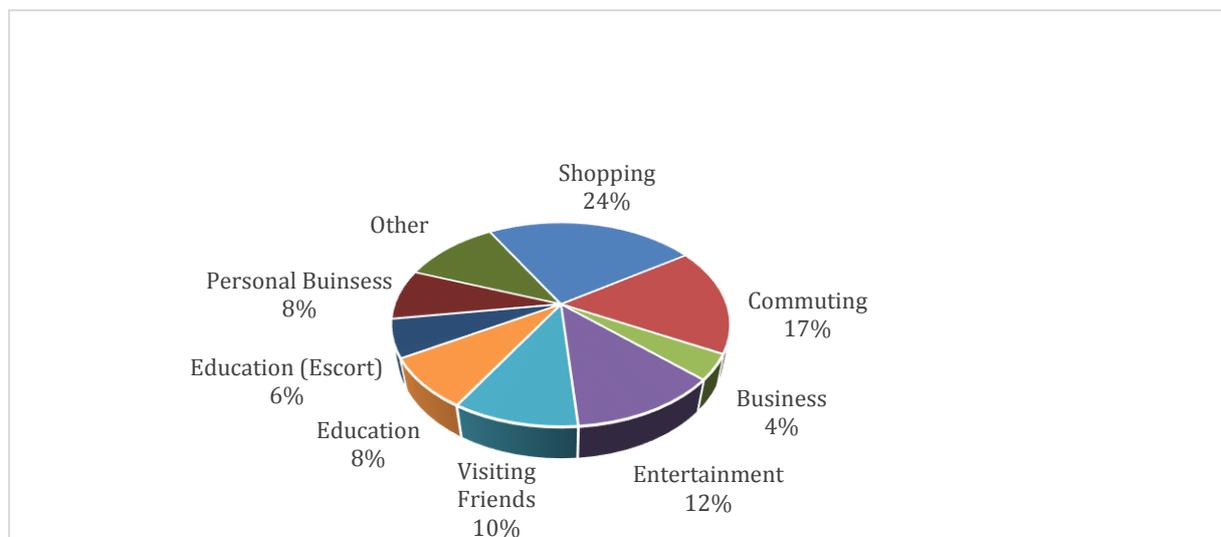


Figure 2 The reasons why people travel

## Draft Principles to Guide Future Investment Decisions

### Improving Connectivity Across the City

***Priority should be given to schemes that spread cycling investment across the city.***

- 6.4 Whilst there will be a need to consider a more detailed rationale for prioritising schemes developed through these principles, investment to date has been focused on southern parts of Manchester. Therefore, it is suggested that the first schemes in a future pipeline should be in parts of Manchester yet to

receive significant investment with a particular initial focus on the north of the city.

## **Connected Neighbourhoods**

### ***Creating a network (and culture) of walking and cycling for local journeys, particularly for school children***

- 6.5 Across the city it is proposed that a focus of investment to support cycling and walking should seek to create strong neighbourhood connectivity in line with the Cycling Commissioner's Beelines approach, again promoting cycling and walking as the natural option for shorter journeys. The development of a comprehensive network would also provide good cycle links to the larger scale segregated infrastructure for cyclists comfortable with longer journeys described below.
- 6.6 It is suggested that scheme development for neighbourhood connectivity should be focused on journeys to specific destinations. It is proposed that an approach that focuses first on school journeys could effectively encourage a culture of cycling and walking for children, which could be maintained throughout their lives. The Mayor's 'Made to Move' strategy suggests that cycle routes should be suitable for use by a competent 12-year-old. On that basis it is proposed that cycle links should focus on secondary schools, seeking to achieve a network of 2km cycle routes that link a neighbourhood to the city's secondary schools. Recognising that younger children are less likely to cycle, walking links should focus on primary schools, creating a safe walking network within 1km of primary schools.
- 6.7 Subject to the availability of funding, or the outcomes prioritised by funding programmes, this approach could also be applied to other key destinations, such as district centres, transport hubs, hospitals and other health facilities. The intention would be to encourage local communities to also come forward with proposals for improved neighbourhood connectivity as part of this approach.

## **Larger Scale Cycling Infrastructure**

### ***Maximising cycle connectivity (up to 5km) to the City Centre***

- 6.8 It is suggested that investment in higher capacity segregated cycling infrastructure needs to focus on opportunities to generate the greatest number of cycling journeys. It is therefore suggested that this investment should focus on journeys to popular destinations. The City Centre is a location that accommodates the most intense concentration of trip destinations in Greater Manchester, accounting for a large number of journeys for employment, shopping, leisure and education. The proposed approach highlights opportunities to provide larger scale cycle infrastructure connections to the City Centre, whilst also recognising the need for improved cycle routes within the City Centre itself so that people can cycle confidently to all City Centre locations. Within the City Centre, it is suggested that opportunities within the Deansgate and Whitworth Street corridors, alongside the proposed Northern Quarter route, could create a coherent core network.

- 6.9 Because the journeys most likely to be turned into cycling trips are those up to 5km, the radial 'big ticket' schemes should focus on this approximate length from the City Centre. For North and East Manchester, this would take segregated routes to Queens Road and Alan Turing Way, respectively. Not only would these routes provide a more attractive cycle option, the areas covered often contain wider roads with more flexibility to introduce segregated cycling routes and would ideally have lower general traffic flow (fewer cars, in particular). This part of the city is a key focus for new development (such as the Northern Gateway proposal), which will provide a significant supply of additional homes, as well as already accommodating large numbers of residents. Both existing and new residents which would benefit from infrastructure investment and a potential to create an environment which is designed to promote sustainable travel. The intention would be to be selective as to what routes should be chosen, taking account of a long term plan which considers the most appropriate routes based on all forms of movement, including public transport and general traffic.
- 6.10 A key feature of this approach would be to link these inner sections of routes to neighbourhoods further from the city centre through safer routes along quieter routes permeating a wide range of neighbourhoods.

### **Retaining Flexibility in Scheme Development**

- 6.11 It is likely that some 'big ticket' schemes identified through the first principle set out above will not be able to be delivered immediately, particularly where there is a need for delivery to take account of wider development proposals. To ensure that there is no delay to the improvement of infrastructure in Manchester, the council should also identify schemes that could be delivered in the short term and also achieve considerable benefits.

## **7.0 Conclusion**

- 7.1 This report has reviewed progress to date in delivering improvements in cycling infrastructure across the city. To date funding constraints have meant that improvements have responded to specific, often isolated funding opportunities. The advent of the Mayor's Challenge Fund means that it is possible to develop a more strategic approach to investment with the aim of ensuring that all parts of the city can benefit. The principles set out in section six of this report seek to provide a framework for such future investment.
- 7.2 It is the intention to use the feedback from members to refine these principles further and to invite members to be involved in the development of the future programme by suggesting schemes for consideration in their wards. Discussions will also be held with the Mayor's Cycling Commissioner's team to refine the programme by the end of January and then to put more detailed proposals back to members for approval. Members are therefore asked to note the progress that has been made to date in developing the cycle network and comment on the suggested principles for the development of the future schemes.